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Follow-up to the outcome of the Millennium Summit

Note by the Secretary-General

1. In the Outcome document of the 2005 World Summit (resolution 60/1), the Heads of State and Government recognized the importance of the unique expertise and resources that the United Nations system brings to global issues. The global leaders commended the extensive experience and expertise of the various development-related United Nations organizations and their important contributions to the achievement of the Millennium Development Goals and other broader development objectives.

2. However, the leaders recognized the need to build on ongoing reforms aiming at a more effective, coherent and better performing United Nations country presence. They specifically invited me to "launch work to further strengthen the management and coordination of United Nations operational activities so that they can make an even more effective contribution to the achievement of the internationally agreed development goals, including the Millennium Development Goals". The principal challenge for this work was identified as being in the fields of development, humanitarian assistance and the environment, while taking into account the cross-cutting areas of gender equality, sustainable development and human rights.

3. In putting in place arrangements for the study to be carried out in an expeditious and focused manner, it was my view that the United Nations system needed to further accelerate its efforts to support countries in meeting the Millennium Development Goals. Without a substantial renewed effort, the international community would not be able to live up to the ambition of the Millennium Development Goals. I considered that we required advice that brought together high-calibre political insight and managerial and operational know-how.

4. I asked three serving Prime Ministers, Prime Minister Shaukat Aziz of Pakistan, Prime Minister Luísa Dias Diogo of Mozambique and Prime Minister Jens Stoltenberg of Norway, to co-chair a High-level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment. The Panel was composed of former Presidents Ricardo Lagos of Chile and Benjamin W. Mkapa of the United Republic of Tanzania and the following eminent international figures, Chancellor of the Exchequer Gordon Brown (United

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Kingdom of Great Britain and Northern Ireland), former Chief Executive Officer and Chairman of the Global Environment Facility Mohamed T. El-Ashry (Egypt), President of the Canadian International Development Agency Robert Greenhill (Canada), Former Director-General for Development Cooperation Ruth Jacoby (Sweden), European Union Commissioner for Development and Humanitarian Aid Louis Michel (Belgium), Director General of the French Development Agency Jean-Michel Severino (France), Under Secretary for Economic, Business and Agricultural Affairs of the United States Department of State Josette S. Sheeran (United States of America) and Former State Secretary for Foreign Affairs Keizo Takemi (Japan). Representing the United Nations system, Kemal Derviş (Turkey) and Lennart Båge (Sweden) served as ex officio members of the Panel.

5. The Panel presented me with its report on 9 November 2006 and two co-chairs, Prime Minister Shaukat Aziz and Prime Minister Stoltenberg, joined me to launch the report at the informal briefing to the General Assembly, under the auspices of the President of the General Assembly.

6. The Panel report, entitled "Delivering as one", provides a clear and balanced analysis and series of ambitious but practical recommendations that can have a significant and long-lasting impact on the effectiveness and relevance of the United Nations system. In the area of development, the report recommends a "One United Nations" at the country level that has full country ownership, and is supported by a strengthened and more consolidated funding structure to substantially increase the effectiveness of United Nations interventions. Practical measures related to humanitarian assistance, environmental protection and gender equality and women's advancement will also strengthen the coherence, sustainability and impact of the United Nations delivery. The Panel has also proposed measures to strengthen coherence at the centre in the areas of governance, funding and management that are critical for a revamped United Nations development system. Moreover, many of the proposals are meant to ensure a much more effective integration and strengthening of the policy and normative role of the United Nations and better alignment with operational roles and structures.

7. I am very pleased to transmit the report of the Panel herewith to Member States for their consideration with my strong support for its recommendations. I urge the General Assembly to support their implementation as well.

Consultation process

8. I am also transmitting the Panel's report to my successor, Ban Ki-moon, to enable him to formulate specific proposals on how the Panel's recommendations should be taken forward. The new Secretary-General may wish to present a more detailed report on the Panel's recommendations once he has taken office. In this regard, I will be proposing to the new Secretary-General that he ensure that his office remain engaged in the oversight, coordination and tracking of the implementation of the report.

9. The Panel's report is very rich in terms of analysis and recommendations, and covers a great deal of ground. Therefore, it will be essential for there to be a process of informal dialogue on the Panel's report to build broad-based common understanding of its objectives, contents and proposals. These consultations should involve all delegations, senior officials from across the United Nations system and,

if possible, Government officials, country-level practitioners and other experts. This would allow for different perspectives to be heard and stakeholders to become equally informed and aware of the recommendations and their implications.

10. Although the General Assembly will play a critical role in the consultation and decision-making process related to the critical recommendations of the report, other policymakers and actors need to be brought into the discussion to build deeper understanding and ownership of the proposals. This would include consultations within the Economic and Social Council and its commissions, and the governing bodies of United Nations system organizations. In this regard, I have already requested the executive heads of the United Nations specialized agencies, funds and programmes to transmit the report to their individual governing bodies for consideration.

11. Existing conferences and meetings of regional and other groupings could also afford opportunities for informal discussions on the Panel's report. These dialogues could be organized on the report as a whole, or on the various thematic areas contained in the report. Participants should be drawn from all relevant stakeholders.

12. This process of informal consultations/dialogue could culminate in a formal meeting of the plenary of the General Assembly some time in 2007. Once this process is complete, the President of the General Assembly could initiate consultations in "a working group" mode, in order for the General Assembly to consider a resolution on the Panel's report.

13. There will also be extensive United Nations inter-agency discussions on the Panel's recommendations, guided by and respectful of the intergovernmental consideration of the Panel's report. This dialogue will be essential as implementation of the Panel's recommendations will demand not only strong and sustained support from Member States, but also collective leadership and ownership within the United Nations system. Many of the changes proposed will require that individual United Nations agencies, funds and programmes take a broader view in the overall interest of a more coherent United Nations.

14. In this regard, I was very encouraged by the positive preliminary reaction to the Panel's work that was expressed during the Fall session of the United Nations System Chief Executives Board for Coordination (CEB). I have taken this reaction to be a positive signal in terms of our prospects for enacting the necessary system-wide reforms. The United Nations system is clearly united in its desire to improve its coherence and coordination.

Moving forward

15. I have decided to move forward on some of these recommendations, especially since many build on reforms and initiatives that are already being carried out by the executive heads of the United Nations agencies, funds and programmes.

16. The first such recommendation is the establishment of the five pilot One Country Programmes by 2007. A number of countries have already expressed an interest in being among the pilot countries, and we are in the process of determining appropriate criteria to carefully select them. In order to maximize results, we will need to ensure that the One Country Programme is piloted in countries at different stages of development, where United Nations agencies, funds and programmes and

their counterparts are eager to work together to carry forward this pilot exercise. Some of the countries that are expressing an interest in being a pilot country would be building on the considerable progress already made in enhancing the coherence, effectiveness and efficiency of the United Nations at the country level. Well-designed and executed pilot programmes based on the principal of country ownership will provide the basis for further developing and expanding the One United Nations approach, as well as providing input to forthcoming deliberations on the triennial comprehensive policy review of operational activities for development of the United Nations system.

17. The second area that I will be moving forward is in the area of business practices. Great strides in improving performance and delivering results can be realized by implementing this set of recommendations, which clearly build on, and provide impetus to, many of the advances that the United Nations system has already made in this field. It will be essential that we swiftly modernize and achieve full compatibility on processes for resource planning, human resources, common services and evaluation, as these are important drivers of coherence in the United Nations system. In this regard, it is significant to note that the CEB High-Level Committee on Management is making real progress, including on human resource practices, results-based budgeting and the approval of the adoption of International Public Sector Accounting Standards by 1 January 2010. The Panel's recommendations will provide further impetus to this United Nations system-wide effort.

18. The third recommendation that I am taking forward concerns CEB, which I chair. CEB has been asked to undertake a review of its functioning, in the light of experience gained since its establishment in 2001, with a view to improving its performance and accountability for system-wide coherence. Such a review was discussed at the fall session of CEB, and was unanimously welcomed. The Director-General of the International Labour Organization (ILO), Juan Somavia, and the Director-General of the World Trade Organization (WTO), Pascal Lamy, have agreed to lead such a review.

19. I urge the executive heads of the United Nations agencies, funds and programmes to do everything possible to move these recommendations forward.

20. Finally, I have started the process to take forward the recommendation on strengthening the United Nations gender architecture in order to provide one strong and coherent voice on women's issues in the United Nations system, which can better contribute to the overall efforts to achieve the goals of gender equality and empowerment of women. In this regard, I have initiated the necessary steps to request the establishment of the Under-Secretary-General for Gender Equality and Empowerment of Women who would lead a consolidated and strengthened United Nations gender architecture once it is approved by the relevant intergovernmental process. The detailed proposal will be presented to the General Assembly in November 2006. I urge Member States to support it.

Letter dated 9 November 2006 from the Co-Chairs of the High-level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment addressed to the Secretary-General

We have the privilege to transmit to you the report of the High-level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment, entitled "Delivering as one".

The report puts forward a series of recommendations to overcome the fragmentation of the United Nations so that the system can deliver as one, in true partnership with and serving the needs of all countries in their efforts to achieve the Millennium Development Goals and other internationally agreed development goals.

Our research and consultations revealed that the United Nations system has both strengths and weaknesses. It is an indispensable instrument in an age of growing interconnection between peace and security, sustainable development and human rights. However, bold reforms are needed to improve the effectiveness of the United Nations in delivering its mandate and responding to new and growing challenges. A more united system would be a stronger, more responsive and effective United Nations. A system reconfigured to optimally use its assets and expertise in support of country needs and demands would strengthen the voice and action of the United Nations in development, humanitarian assistance and the environment. A repositioned United Nations — delivering as one — would be much more than the sum of its parts.

Our proposals encompass a framework for a unified and coherent United Nations structure at the country level. These are matched by more coherent governance, funding and management arrangements at the centre. We have sought to consolidate existing entities wherever necessary, and to eliminate unnecessary duplication and competition. In all areas, our proposals identify the comparative advantage of organizations and delineate functions, roles and responsibilities. We have formulated mechanisms that would enable policy consistency and strategies to modernize business practices for better performance and accountability. We have renewed our commitment to put into practice the principles of good multilateral donorship, and to ensure adequate, sustained and secure funding for organizations that upgrade their efficiency and deliver results.

The members of the Panel, while having different perspectives on some issues, all endorse the report and generally agree with its findings. From our extensive consultation process, we can assure you that there are important constituencies of support for each of the Panel's proposals. We believe that, if taken together and implemented, our recommendations will result in a stronger United Nations system, one that is fit to play the central role envisaged for it in the 2005 World Summit Outcome document.

Our report is addressed to you, but many of our recommendations will require commitment from and action by heads of Government and organizations of the wider United Nations system. Only through their leadership — and the commitment of the incoming Secretary-General — can we realistically forge the consensus and action required for a more cohesive United Nations system.

It has been an honour to take part in this work, and we thank you for the trust you have placed in us to lead this study. We also want to express our deep respect and thanks to all Panel members, who injected total commitment, enthusiasm and creativity into this important task.

We were supported in our work by a secretariat under the leadership of Executive Director Adnan Amin. Mr. Amin and his devoted staff allowed us to benefit from their great experience, invaluable knowledge and astute judgement during and between our deliberations. We are thankful for their dedication and hard work which allowed us to complete our work on time.

(*Signed*) Shaukat **Aziz**
Co-Chair
Prime Minister of the Islamic Republic of Pakistan

(*Signed*) Luisa Dias **Diogo**
Co-Chair
Prime Minister of Mozambique

(*Signed*) Jens **Stoltenberg**
Co-Chair
Prime Minister of Norway

06-62141

Contents

		Paragraphs	Page
	Summary		9
I.	The case for reform	1–13	17
II.	Development, humanitarian assistance and the environment	14–51	21
	A. Development: delivering as one at the country level	14–19	21
	B. Humanitarian assistance and the transition from relief to development: strengthening the capacity to respond	20–29	24
	C. Environment: building a global consensus and capacity for action	30–39	28
	D. Cross-cutting issues: sustainable development, gender equality and human rights	40–51	32
III.	Governance, funding and management	52–88	38
	A. Governance: consolidating some functions, strengthening others	55–76	39
	B. Funding the United Nations system for results	77–81	50
	C. Reforming United Nations system business practices: building institutions of public trust	82–88	52
Annexes			
I.	Terms of reference of the Panel, issued on 15 February 2006		56
II.	Panel members		61
III.	Panel secretariat		62
IV.	Consultative process		63
V.	The United Nations system		66
	Acknowledgements		67

Beneath the surface of States and nations, ideas and language, lies the fate of individual human beings in need. Answering their needs will be the mission of the United Nations in the century to come

Secretary-General, Kofi **Annan**
Nobel Prize acceptance speech

The true measure of the success for the United Nations is not how much we promise but how much we deliver for those who need us most

Secretary-General-elect, **Ban** Ki-moon
Acceptance speech to the General Assembly upon election

Delivering as one

Report of the High-level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment

Summary

In facing up to the challenges of their times, the world leaders of 60 years ago created new multilateral institutions — the United Nations, the International Monetary Fund and the World Bank — in the conviction that international cooperation was the best way to solve the challenges of the post-war world.

Today we too face significant challenges: ours is an era of global change that is unprecedented in its speed, scope and scale. As the world becomes more interdependent, we are increasingly exposed to acute and growing social and economic inequalities. Poverty, environmental degradation, and lagging development exacerbate vulnerability and instability to the detriment of us all. Achieving the Millennium Development Goals and wider internationally agreed development goals is central to our global economic stability and prosperity.

The United Nations played a crucial role in articulating the Millennium Development Goals. Now it needs to take action to achieve these and the other development goals and to support Governments in implementing their national plans. However, without ambitious and far-reaching reforms the United Nations will be unable to deliver on its promises and maintain its legitimate position at the heart of the multilateral system. Despite its unique legitimacy, including the universality of its membership, the status of the United Nations as a central actor in the multilateral system is undermined by a lack of focus on results, thereby failing, more than anyone else, the poorest and most vulnerable.

The 2005 World Summit in New York gave new impetus to the need for United Nations reform. At the initiative of the Secretary-General, the High-level Panel on System-wide Coherence in the areas of development, humanitarian assistance and the environment has worked for over six months to consider how the United Nations system can most effectively respond to the global development, environmental and humanitarian challenges of the twenty-first century.

We have undertaken a thorough assessment of the strengths and weaknesses of the United Nations system, holding consultations with stakeholders around the world. We commend the United Nations as the indispensable force that drives forward the discourse on human development by defining and creating a global consensus in support of the Millennium Development Goals and the other internationally agreed development goals; playing a leading role in developing the concept of sustainable development; responding rapidly to humanitarian disasters; and mobilizing international action for the protection of the environment. The United Nations system also continues to play an essential role as a convener, setting norms and standards and advising countries on their implementation at the global, regional, national and local levels.

However, we have also seen how the work of the United Nations in the areas of development and the environment is often fragmented and weak. Inefficient and ineffective governance and unpredictable funding have contributed to policy incoherence, duplication and operational ineffectiveness across the system. Cooperation between organizations has been hindered by competition for funding, mission creep and outdated business practices.

Delivering as one and overcoming systemic fragmentation is a central theme of our report. Taken as a whole, our recommendations could result in a step change in the way the United Nations operates at Headquarters, in each region and in each country. If implemented, the recommendations could deliver a better focus on performance, efficiency, accountability and results within the United Nations system, and could also enhance the role and voice of developing countries. These changes would secure and strengthen the role of the United Nations at the heart of the multilateral system.

We have developed a set of clear recommendations that are based on the following five strategic directions:

- Ensure coherence and consolidation of United Nations activities, in line with the principle of country ownership, at all levels (country, regional, Headquarters).
- Establish appropriate governance, managerial and funding mechanisms to empower and support consolidation, and link the performance and results of United Nations organizations to their funding.
- Overhaul business practices of the United Nations system to ensure a focus on outcomes, responsiveness to needs and the delivery of results by the United Nations system, as measured in advancing the Millennium Development Goals.
- Ensure significant further opportunities for consolidation and effective delivery of "One United Nations" through an in-depth review.
- Undertake implementation urgently but not in an ill-planned and hasty manner that could compromise permanent and effective change.

"One" is a central concept in the present report: the United Nations needs to overcome its fragmentation and deliver as one through a stronger commitment to working together on the implementation of one strategy, in the pursuit of one set of goals. We have come up with ambitious but realistic recommendations with the potential to radically change the way the organizations operate at Headquarters, in each region and in each country so as to enable the United Nations to achieve more than the sum of its parts.

The essence of our vision is for the United Nations to deliver as one in the areas of development, humanitarian assistance and the environment. The normative and analytic expertise of the United Nations, its operational and coordination capabilities and its advocacy role would be more effectively brought together at the country, regional and global levels. Member States should shape the governance structures, the funding framework and the business practices to make it so.

One United Nations for development — at the country level

We recommend the establishment of One United Nations at the country level, with one leader, one programme, one budget and, where appropriate, one office.

One third of United Nations country programmes include more than 10 United Nations agencies and in almost one third of them, less than US$ 2 million is spent by each United Nations agency. One United Nations should be based on a consolidation of all United Nations programme activities at the country level, where the country wishes it. The programme must be developed and owned by the country, in line with its own national priorities. Effective delivery requires a single budgetary framework.

To manage the One United Nations country programme there needs to be one leader — an empowered resident coordinator. The resident coordinator shall be selected on the basis of merit and competition demonstrably open to candidates outside the United Nations Development Programme (UNDP) and the United Nations system. To ensure system-wide ownership of the resident coordinator system, the role of UNDP must change. It should focus and strengthen its operational work on policy coherence and positioning of the United Nations country team, and should withdraw from sector-focused policy and capacity work being carried out by other United Nations entities.

We recommend that 5 One United Nations country pilots be established by 2007 and, subject to satisfactory review, 20 One United Nations country programmes by 2009, 40 by 2010 and all other appropriate programmes by 2012.

One United Nations for development — at the headquarters level

We recommend the establishment of a Sustainable Development Board to oversee the One United Nations country programmes.

A coordinating board is necessary to provide oversight for the One United Nations country programme, in particular to provide system-wide coherence, ensure coordination and monitor the performance of global activities. We propose that the existing joint meetings of the boards of UNDP/the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP) be merged into this strategic oversight body — the Sustainable Development Board — which would report to the Economic and Social Council.

The Board should comprise a representative subset of Member States on the basis of equitable geographic representation, and should enhance the participation and voice of developing countries. The Board would be responsible for endorsing the One United Nations country programme, allocating funding and evaluating its performance in advancing the objectives agreed with the programme country. The Board should also maintain a strategic overview of the system to drive coordination and joint planning among all funds, programmes and agencies, and to monitor overlaps and gaps.

We recommend that the Secretary-General appoint a Development Coordinator, with responsibility for the performance and accountability of United Nations development activities.

The UNDP Administrator should serve as the Development Coordinator. The Development Coordinator should report to the Board and be supported by a high-level coordination group, comprising the heads of principal development agencies and an expert secretariat drawn from across the United Nations system. The evolution of the role of UNDP as manager of the resident coordinator system requires the establishment of a code of conduct and a firewall between its streamlined operational activities and other functions.

We recommend that the Secretary-General establish an independent task force to further eliminate duplication within the United Nations system and consolidate United Nations entities, where necessary.

We do not advocate a single United Nations entity because many individual agencies can best achieve their vital role in providing global public goods, advocacy, research, promoting best practices and establishing global norms and standards by operating individually in their specific sectors.

However, it is clear that the United Nations system suffers from a large number of overlapping functions, coordination failures and policy inconsistencies. An independent task force should clearly delineate the roles performed by United Nations funds, programmes, specialized agencies and regional entities, including the United Nations Secretariat. It should make concrete recommendations for merging or consolidating duplicative functions and ensure the complementarity of mandates. The task force should report by the end of 2007 to the Secretary-General, with clear recommendations for early implementation. This exercise has the potential to release significant annual savings, possibly in the range of 20 per cent per annum; the exact amount should be assessed by analysis of the task force review. Efficiency savings should be recycled to the One United Nations country programmes.

Results-based funding, performance and accountability

We recommend the establishment of a Millennium Development Goals funding mechanism to provide multi-year funding for the One United Nations country programmes as well as for agencies that are performing well.

If the United Nations is to work more coherently and effectively, both at the country level and globally, significant changes are needed to the way donor funding is managed. Current United Nations funding patterns are highly fragmented, unpredictable and constrained by too much earmarking, which has encouraged duplication and inefficiency. This limits the United Nations and programme countries from making strategic decisions, and undermines the principles of multilateralism and country ownership.

A new Millennium Development Goals funding mechanism for voluntary donor funding (public, private and United Nations organizations) would provide multi-year funding for the One United Nations country programmes as well as for agencies that are performing well. The Sustainable Development Board would govern this mechanism. Donor contributions would be voluntary and could be specified. There

should also be additional funding available at the discretion of the Board to reward headquarters of funds, programmes and specialized agencies that are performing well and to fund programmatic gaps and priorities in the system. To deliver maximum impact in advancing country priorities, we urge donors to contribute multi-year funding and substantially to reduce earmarking.

We recommend that United Nations organizations committed to and demonstrating reform receive full, multi-year core funding.

Donors should support consolidated multi-year funding for the One United Nations country programme and core budgets of United Nations entities committed to reform. Donors would demonstrate by their actions that funding and performance are linked to results and reform.

Multi-year funding frameworks can be managed to increase focus on strategic priorities. Funding cycles of United Nations funds and programmes should be aligned to facilitate overall strategic coordination of United Nations programmatic work. The assessed budgets of the specialized agencies should be reviewed to ensure that they have sufficient core resources to deliver against strategic mandates.

The performance, funding and accountability of United Nations organizations are integrally linked. Funding must follow performance and reward results both for the One United Nations country programmes and Headquarters funding. The purpose of linking funding to performance is not to reduce funding but to improve outcomes. In fact, a more effective United Nations could be an important partner in effectively using additional official development assistance. The price of poor performance should not be paid by reduced United Nations funding into countries but by the management and institutions. A reformed United Nations system demonstrating improved outcomes would be better placed to capture increased aid.

The Sustainable Development Board, assisted by a special Development Finance and Performance Unit in its secretariat, should publish internal evaluations of United Nations system spending and performance, as well as evaluations of the plans of individual funds, programmes and agencies, to which the Board would have access. The performance of United Nations organizations in advancing internationally agreed development goals should be measured. These assessments would inform funding decisions, both by donors making direct contributions and through the discretionary funding mechanism for the Millennium Development Goals to be made available to the Board as discussed above.

The modernization and reform of business practices, to be led by the Secretary-General, should be implemented urgently. Processes for resource planning, human resources, common services and evaluation must achieve full compatibility as major drivers of coherence in the United Nations system. There should be greater opportunities for staff mobility and a system-wide agreement on results-based management, as well as independent United Nations system-wide evaluation and common evaluation methodologies and benchmarking. The United Nations must systematically grasp opportunities for expanding joint services.

Programme countries and donors should be able to see and compare the true overhead costs of delivery through the introduction and publication of consistent administration and back office costs.

To promote transparency and accountability, we recommend that a United Nations common evaluation system be established by 2008, on the basis of a common evaluation methodology.

Humanitarian assistance

The United Nations has a unique and leading role to play in humanitarian disasters and emergencies. We recommend that this role be further enhanced by:

- Stronger coordination between the United Nations, national Governments and non-governmental organizations, including the International Federation of Red Cross and Red Crescent Societies, through a "cluster" approach to establish lead roles in the delivery of specific assistance, such as shelter, water, food, etc.
- Fully funding the Central Emergency Response Fund to facilitate quicker, more effective flows of funds in response to disasters.
- Clarifying United Nations mandates with regard to responsibility for internally displaced persons.
- More investment in risk reduction, early-warning and innovative disaster assistance strategies and mechanisms.
- Stronger leadership, quicker funding and better cooperation in post-conflict and post-disaster transition, with a clear lead role for UNDP once humanitarian coordination winds down.
- Periodic assessment and review of the performance of United Nations agencies and non-governmental organizations involved in humanitarian assistance.

Environment

There is an increasingly compelling case for taking urgent action on the environment. Environmental priorities have too often been compartmentalized in isolation from economic development priorities. However, global environmental degradation — including climate change — will have far-reaching economic and social implications that affect the world's ability to meet the Millennium Development Goals. Because the impacts are global and felt disproportionately by the poor, coordinated multilateral action to promote environmental sustainability is urgently required.

We recommend that international environmental governance be strengthened and made more coherent in order to improve the effectiveness and targeted action of environmental activities in the United Nations system.

We recommend that, as a basis for reforms to improve system-wide coherence, the Secretary-General commission an independent assessment of international environmental governance within the United Nations system and related reform.

We recommend that the United Nations Environment Programme be upgraded and given real authority as the environmental policy pillar of the United Nations system.

We further recommend that United Nations entities cooperate more effectively on a thematic basis and through partnerships, with a dedicated agency at the centre.

As the major financial mechanism for the global environment, the Global Environment Facility should be strengthened to help developing countries build their capacity. It should have a significant increase in resources to address the challenge posed by climate change and other environmental issues.

We have also made a number of recommendations to make sure that the United Nations helps countries mainstream environment in their strategies and actions, to elevate the status of sustainable development in the United Nations institutional architecture and in country activities, and to achieve the needed balance among the three pillars (economic, social and environmental) of sustainable development.

Gender: a key to effective development

We recommend the establishment of one dynamic United Nations entity focused on gender equality and women's empowerment.

We consider gender equality to be central to the delivery of effective development outcomes, and the Secretary-General tasked us with a specific mandate to suggest radical changes for improving performance. We therefore propose a step change in the United Nations delivery of gender equality and women's empowerment, as follows:

- The three existing United Nations entities should be consolidated into an enhanced and independent gender entity, headed by an Executive Director with the rank of Under-Secretary-General, appointed through a meritocratic competition demonstrably open to those outside the United Nations.
- The gender entity would have a strengthened normative and advocacy role combined with a targeted programming role.
- The gender entity must be fully and ambitiously funded.
- Gender equality would be a component of all One United Nations country programmes.
- The commitment to gender equality is and should remain the mandate of the entire United Nations system.

Coordination with other multilateral agencies

The United Nations and the Bretton Woods institutions were established with the intention that they would work together in a complementary way. Over time both the World Bank and United Nations institutions have gradually expanded their roles, so that there is increasing overlap and duplication in their work. A balance needs to be struck between healthy competition and inefficient overlap and unfilled gaps. The

Bretton Woods institutions and the United Nations need to work more closely together to remove unnecessary duplication and build on their respective strengths.

We therefore recommend, as a matter of urgency, that the Secretary-General, the President of the World Bank and the Executive Director of the International Monetary Fund set up a process to review, update and conclude formal agreements on their respective roles and relations at the global and country levels. These reviews must be periodically updated as well as assessed. This process should be undertaken on the basis of the enhanced performance, strengthened delivery and more influential role that the United Nations will have if our reforms are implemented.

Implementation

We have proposed a comprehensive set of recommendations that taken together could make the United Nations much more responsive to the needs of its Member States, in particular developing countries. The United Nations would become more effective, more focused and better able to deliver results. If United Nations system organizations, Member States and all stakeholders act on our recommendations, the United Nations could become a driver in development to eradicate poverty, in partnership with civil society and the private sector. A reformed United Nations would be able to capture the increases in development resources that were committed in 2005, strengthening its enabling role in development and delivering more effective global public goods for the benefit of all.

The present recommendations are not a menu of options but an integrated whole. Each is individually vital to make the system greater than the sum of its parts, not smaller as has sometimes been the case. The recommendations should each be implemented with vigour and urgency and without diluting their purpose.

We recognize that implementing these reforms will involve significant challenges and sometimes the sacrifice of individual interests for United Nations agencies, funds and programmes. They will need to work more closely and effectively with the rest of the United Nations system in the interests of a greater common good. Donors will also be challenged by these recommendations, which propose changing the way they fund the United Nations in line with the principles of multilateralism and national ownership at different levels.

Our most important constituency are the billions who do not enjoy the prosperity and well-being that many of us take for granted and whose deprivation inspired a global call to action — the Millennium Development Goals. It is for the sake of the poor and the destitute that we need an efficient United Nations, one that is well governed and well funded and will remain a global repository of hope.

We have it within our grasp to make a real and lasting difference through the essential reforms set out in these proposals. All stakeholders in the United Nations system have a responsibility to seize this opportunity. Our actions and decision on reforms will for millions around the world make the difference between hope and despair, and for some the difference between life and death.

I. The case for reform

The world needs a coherent and strong multilateral framework with the United Nations at its centre to meet the challenges of development, humanitarian assistance and the environment in a globalizing world. The United Nations needs to overcome its current fragmentation and to deliver as one. It should help the world accomplish the ambitious agenda endorsed by the 2005 World Summit, the Millennium Development Goals and other internationally agreed development goals. It should enable and support countries to lead their development processes and help address global challenges such as poverty, environmental degradation, disease and conflict.

1. In facing up to the challenges of their times, the world leaders of 60 years ago created new international institutions — the United Nations, the World Bank and the International Monetary Fund (IMF) — and demonstrated by their actions that international cooperation was the only way to solve the economic and political challenges of the post-war world. The architects of these institutions built for their time and their generation not only a whole set of new rules for the international system — they gave expression to a new public purpose based on high ideals.

2. Just as they did 60 years ago, we face a changing world today. Ours is the era of globalization, of global change unprecedented in its speed, scope and scale. As the world becomes ever more interdependent, sharp social and economic inequalities persist. Some of the poorest countries and communities remain isolated from economic integration and the benefits of globalization, and are disproportionately vulnerable to crisis and social upheaval. There is greater awareness of the acceleration of environmental degradation and climate change, and its effects on agricultural productivity and food security. More conflicts are within States than between them, and the risk of terrorism and infectious disease illustrate that security threats travel across borders.

3. Poverty, environmental degradation and lagging development heighten vulnerability and instability to the detriment of all. Now, more than ever, dealing with inequality — by achieving the Millennium Development Goals and wider development objectives — is central to economic stability and global security. In the face of unacceptable poverty we have a clear moral imperative to act when we have the knowledge, ability and resources to do so.

4. We know that when the flows of goods, services, capital and people are global, the challenges that arise can be solved only through globally concerted action. Globalization makes multilateralism indispensable, and the United Nations is the heart of multilateralism. Promoting development, eradicating poverty, protecting the environment for future generations and preventing and assisting in humanitarian crises cannot be undertaken without the United Nations. Its universal values and representativeness create the political legitimacy and authority essential to the actions needed globally, regionally, nationally and locally.

5. Despite deep divides in the international community in the past, in particular during the cold war, the United Nations has been able to build a set of norms and internationally agreed development goals that frame the efforts of most nations and institutions. The United Nations has demonstrated intellectual leadership across a

range of issues. For example, the annual *Human Development Report*, launched in the early 1990s, played a leading role in developing the concept of sustainable development and placed the well-being and dignity of people at the heart of the development agenda. At the 2000 Millennium Summit, 191 Member States, with 147 represented at the level of Head of State and Government, endorsed the United Nations Millennium Declaration. The United Nations can bring parties together, based on the unique legitimacy of its universal membership and on its diverse roles as a standard-setter, capacity-builder and advocate. Many of today's globally accepted norms and standards have originated from United Nations forums.

6. The United Nations has an opportunity in the unprecedented consensus reached on a common framework for the future, most recently reaffirmed by the 2005 World Summit. The framework is contained in the internationally agreed development goals of recent global conferences, ranging from social development to the empowerment of women, but is most compellingly outlined in the Millennium Development Goals. Never before have rich and poor countries alike formally embraced such concrete commitments. Never before have the United Nations, the World Bank, IMF and all parts of the international system come together behind the same set of development commitments and stood ready to be held accountable for them.

7. The United Nations has a key role in ensuring progress towards the Millennium Development Goals and other internationally agreed development goals. But it must reform to do so. Through the Secretary-General's High-level Panel on System-wide Coherence in the areas of development, humanitarian assistance and the environment, the international community has a unique opportunity to ensure that the United Nations can respond to the global challenges of the twenty-first century and play a full and effective role in the multilateral system.

8. The Monterrey Consensus of 2002 established a partnership for development, with donors making more official development assistance (ODA) and debt relief available within a context of continuing reform in developing countries, which was further elaborated in the Paris Declaration on Aid Effectiveness. In 2005 donors made further commitments to increase ODA by US$ 50 billion by 2010 and to provide US$ 55 billion in debt relief. A more effective and efficient United Nations should be an important partner in ensuring that those resources deliver results and accelerate progress towards the Millennium Development Goals.

9. These commitments go hand in hand with the Panel's recognition that the primary responsibility for action lies with each Member State. Country ownership of development plans and donor commitment to principles of aid effectiveness and good donorship have to underpin the work of the United Nations. Decades of piecemeal and failed development efforts demonstrate that assistance policies cannot be imposed — they must be owned not only by Governments but by their people and communities. While this concept is broadly accepted, it must now be put into practice.

10. We know that the United Nations has been seen by some to fail in delivering some of the vision and mission we expect from it. There are many reasons why the United Nations has become fragmented and weak: from a lack of buy-in and mixed messages from Member States between capitals and representatives in various bodies, to a proliferation of agencies, mandates and offices, creating duplication and dulling the focus on outcomes, with moribund entities never discontinued. Even

when mandates intersect, United Nations entities tend to operate alone with little synergy and coordination between them. The United Nations system now encompasses 17 specialized agencies and related organizations, 14 funds and programmes, 17 departments and offices of the United Nations Secretariat, 5 regional commissions, 5 research and training institutes and a plethora of regional and country-level structures. The loss of cohesion prevents the United Nations from being more than the sum of its parts.

- At the country level, operational incoherence between United Nations funds, programmes and agencies is most evident. More than one third of United Nations country teams include 10 or more United Nations agencies on the ground at any one time. Several teams include 20 or more. This has led to incoherent programme interventions and excessive administrative costs. It also burdens the capacity of developing countries to deal with multiple agencies. Of 60 countries analysed by the Panel, 17 country teams had an annual budget of less than US$ 2 million per agency. Nor does the normative and analytical expertise of non-resident agencies sufficiently support United Nations country team efforts. Without authoritative leadership by the United Nations resident coordinator, and system-wide ownership of the resident coordinator system, incentives for better coordination remain limited.

- Signs of fragmentation are also apparent at the regional level. Regional offices of different United Nations agencies are scattered in different locations, and definitions of regions can differ from one agency to another. In some regions strong regional and subregional institutions either exist or are rapidly evolving while others have strayed from their original mandates. This calls for a review of the United Nations regional roles and settings, including the regional commissions, to address regional needs, avoid duplication and overlapping functions and seek a coherent regional institutional landscape.

- More synergy is also needed at the global level. In some sectors, such as water and energy, more than 20 United Nations agencies are active and compete for limited resources without a clear collaborative framework. More than 30 United Nations agencies and programmes have a stake in environmental management. On specific issues, such as internally displaced people, several agencies have a legitimate interest, but none has a clear lead. Merging United Nations agencies does not always lead to better outcomes. But we believe there must be a significant streamlining of United Nations agencies so that the United Nations can "deliver as one", reduce duplication and significantly reduce the burdens it currently places on recipient and donor Governments, without diluting the performance and expertise of individual organizations.

- Inadequate and unpredictable funding of the system also contributes to fragmentation, undermining the multilateral character of the United Nations. The exponential growth of extrabudgetary (non-core) versus core resources has encouraged supply-driven rather than demand-driven approaches to assistance, undermining the principle of country ownership. Lack of donor coordination and competition for non-core resources among United Nations agencies squander significant time and effort on fund-raising, undermining the ability of the United Nations to make long-term strategic decisions that would deliver more effective results. Nor does the United Nations have a common

system for its overall development funding or for measuring results transparently and systematically.

11. The international community has a duty to ensure that the United Nations is fit for purpose, reinvigorated and strengthened to meet the global challenges and diverse needs of an ever more interdependent world. To do this, the United Nations must be coherent and flexible enough to respond to demands for a variety of policy and operational services. A one-size-fits-all approach would be inappropriate.

12. As stakeholders in the United Nations system, we have a responsibility to agree on and present ambitious recommendations to improve the coherence of the United Nations so that it delivers as one in the areas of development, humanitarian assistance and the environment. The most radical decision we could take is to maintain the status quo. It would represent a victory for inertia and parochial, short-term institutional and national interests to maintain a system that has grown over time, and which no one facing the challenges we do today would design as it is. The Panel believes that reform to improve the coherence of the United Nations system must be underpinned by clear principles:

- *National ownership and people-centred approaches*. National sovereignty and national ownership of development plans must remain the bedrock of effective development. The system must be realigned to a demand-driven approach and to programmes delivered as close to beneficiaries as possible.

- *Core comparative advantage*. The United Nations needs to be flexible enough to respond to the operational and policy needs of all countries and to advocate global standards and norms. In each country it should focus on where it is best able to provide leadership — and withdraw from areas where it does not — to deliver results in response to country programme needs. The added value of the system lies in harnessing the full array of capabilities under its umbrella in an integrated way, not in seeking out narrow niches.

- *Maximum effectiveness and accountability*. Change must prepare the United Nations to address new challenges and to improve its performance measured by outcomes. Responsibility and authority must be clarified, and staff given the means to deliver on their mandates and be held accountable for them. Efficiency gains must be pursued through better business practices.

13. We must ensure that the United Nations is reformed and strengthened to deliver more effectively on its mandate to empower the vulnerable and the excluded. A United Nations able to respond flexibly can help to provide prosperity and justice for all. Our report is the starting point of a process to develop a commonly owned vision among all stakeholders for a coherent and effective United Nations system. It will require leadership by the Secretary-General, as well as sustained commitment and effort on the part of Member States and United Nations agencies. We are convinced that the implementation of this bold but realistic programme of recommendations will help to ensure that the United Nations development system remains fit to rise to the challenges of the twenty-first century.

II. Development, humanitarian assistance and the environment

A. Development: delivering as one at the country level

> *To bring about real progress towards the Millennium Development Goals and other internationally agreed development goals, we believe that the United Nations system needs to deliver as one at the country level. To focus on outcomes and improve its effectiveness, the United Nations should accelerate and deepen reforms to establish unified United Nations country teams — with one leader, one programme, one budgetary framework and, where appropriate, one office (see box 1). To deliver as one, United Nations country teams should also have an integrated capacity to provide a coherent approach to cross-cutting issues, including sustainable development, gender equality and human rights.*

Recommendation: The United Nations should deliver as one by establishing, by 2007, five One Country Programmes as pilots. Subject to continuous positive assessment, demonstrated effectiveness and proven results, these should be expanded to 20 One Country Programmes by 2009, 40 by 2010 and all other appropriate country programmes by 2012.

14. The Panel has been guided in its work by assessing whether the current structure and functioning of the United Nations system are fit for the development challenges of today and tomorrow. We have focused on the United Nations development activities at the country level, but we recognize that the role of the United Nations in development goes beyond its direct support to countries. The United Nations has a central role in promoting global policies that improve the development prospects of countries, and countries are increasingly turning to the United Nations for advice to address the challenges of globalization and other cross-border issues. Most important, the United Nations has provided Member States with a forum to reach consensus on internationally agreed development goals. These goals respond to the needs and aspirations of people, communities and countries everywhere and provide a framework for a comprehensive approach to development.

15. The success of these global commitments — from fighting hunger and poverty, to upholding core labour standards, to containing the global HIV/AIDS pandemic — can be measured only by their translation into concrete results for countries and communities. Development objectives can be achieved only if countries define, own and drive their development processes at all levels. Country-led development frameworks, such as poverty reduction strategies, are seen as the main vehicle to achieve the internationally agreed development goals. They serve as a platform for aligning all partners' contributions to national development priorities and provide an inclusive forum for policy dialogue. We believe that the United Nations needs to be a more active player in this context — as an adviser to Governments, as a convener of stakeholders, as an advocate for international norms and standards and as a source of technical assistance and advice on how to build and strengthen institutions.

16. At the country level, the United Nations often struggles to fulfil such strategic roles, working with systems and approaches (from programming to funding to

reporting) that are fragmented, piecemeal and not designed for this purpose. More than a third of the United Nations country teams include more than 10 United Nations entities, some more than 20. The cost of doing business with the United Nations is thus too high for both recipient countries and donors. Today there are many other actors active in development, such as NGOs, foundations and the private sector, and the country presence of bilateral donors is growing. In this new development landscape — with many players providing multifaceted contributions to development — the United Nations needs to reposition itself to deploy its normative and policy capacity more effectively.

17. The current design of the United Nations system risks perpetuating a myriad of niche players, which individually will not have the influence and authority to secure a strong voice in national and global debates. We have heard in our consultations that unifying the United Nations at country level would compromise the characteristics and dynamism of individual agencies. But failing to strategically position the United Nations in its entirety risks marginalizing the whole system in the long term.

Box 1
One United Nations at the country level — key features

One programme

- Country owned and signed off by Government, responsive to the national development framework, strategy and vision, including the internationally agreed development goals.
- Building on the United Nations country team's common country assessment or national analysis and reflecting the United Nations added value in the specific country context.
- Strategic, focused and results-based, with clear outcomes and priorities, while leaving flexibility to reallocate resources to changes in priorities.
- Drawing on all United Nations services and expertise, including those of non-resident agencies, in order to effectively deliver a multisectoral approach to development (with due attention to cross-cutting issues).

One leader

- Resident coordinator authority to negotiate the One Country Programme with the Government on behalf of the entire United Nations system and to shape the One Country Programme (including the authority to allocate resources from pooled and central funding mechanisms).
- Clear accountability framework for resident coordinators and an effective oversight mechanism for the resident coordinator system.

- Resident coordinator authority to hold members of the team accountable to agreed outcomes and for compliance with the strategic plan. The resident coordinator should also be accountable to the members of the United Nations country team.
- Strengthened resident coordinator capacity with adequate staff support to manage United Nations country team processes and ensure effective dialogue and communication with partners.
- Competitive selection of resident coordinator candidates, drawn from the best talent within and outside the United Nations system.

One budgetary framework

- Transparency, management, and the effective implementation of the One Country Programme through one budgetary framework.
- Funding should be linked to the performance of the United Nations country team preparing and implementing a strategic One Country Programme.
- The budget should be completely transparent, showing clearly the overheads and transaction costs of the United Nations and all of its funds, programmes and specialized agencies in the country.

One office

- One integrated results-based management system, with integrated support services.
- Joint premises (where appropriate).
- A common security infrastructure and clear lines of accountability.

18. Recent changes to the resident coordinator system have somewhat improved the way the United Nations operates in countries, but resident coordinators are not equipped with the authority to provide effective leadership to all the United Nations entities operating in the country. Too often, "reform" has meant adding extra layers of bureaucracy, outweighing potential benefits. And successful reform has depended too heavily on the commitment of individuals rather than on institutional capacity, needed to ensure that a good practice becomes the best global practice. Greater ownership and accountability of the resident coordinator system to all organizations of the United Nations needs to be secured.

Recommendation: United Nations resident coordinators should have the authority to lead the One Country Programme. To perform this function, resident coordinators should have appropriate competencies, capabilities and support capacities. Their enhanced authority should be matched by a clear accountability framework and an effective oversight mechanism to ensure system-wide ownership of the resident coordinator system.

19. To effectively implement the "One United Nations" at the country level, significant changes would be needed in the governance and funding of the United

Nations development activities (recommendations in this regard are made in chap. III below). The role of the United Nations Development Programme (UNDP) in managing the resident coordinator system would also have to evolve significantly to engender ownership among other United Nations agencies, and eliminate duplication of programmatic activities.

Recommendation: UNDP will consolidate and focus its operational work on strengthening the coherence and positioning of the United Nations country team delivering the One Country Programme. As manager of the resident coordinator system, UNDP should set a clear target by 2008 to withdraw from sector-focused policy and capacity work for which other United Nations entities have competencies. UNDP programmatic work should be limited to interventions that strengthen the coherence and overall positioning of the United Nations country team:

- Promoting and supporting the United Nations work to help countries achieve the Millennium Development Goals and other internationally agreed development goals and poverty reduction through supporting governments in integrating the Millennium Development Goals into their national development strategies, assessing needs and monitoring results.
- Leading the United Nations support to governance.
- Leading and coordinating the United Nations work in crisis prevention, post-conflict, post-disaster and early recovery (see chap. II.B).

In addition, UNDP would continue its support to mainstreaming environmental issues into national development strategies at the country level, in cooperation with the United Nations Environment Programme (UNEP) and other relevant United Nations organizations (see chap. II.D).

Recommendation: To ensure that there is no potential for, or perception of, a conflict of interest, UNDP should establish an institutional firewall between the management of its programmatic role and management of the resident coordinator system (including system-wide strategic and policy support). This separation of functions will also ensure that all parts of the United Nations system have a greater stake in the ownership of the resident coordinator system. UNDP will develop a code of conduct, including a transparent mechanism to evaluate the performance of its country operations. This should be done in consultation with all relevant United Nations organizations and the agreed code of conduct should be formally approved by the Sustainable Development Board (see chap. III). The redesign of the UNDP organizational structure should include a clear separation of responsibilities, senior managers and budgets between UNDP management of the resident coordinator system and its programmatic activities.

Milestone: By the end of 2007 UNDP will have finalized a code of conduct and by the end of 2008 it will have implemented the firewall and restructuring.

B. Humanitarian assistance and the transition from relief to development: strengthening the capacity to respond

Humanitarian response should be improved through a closer partnership between the United Nations, Governments and NGOs,

making full use of the coordination role of the United Nations. The Central Emergency Response Fund must be fully funded from additional resources. There should be clear responsibilities within the United Nations system for addressing the needs of internally displaced persons. Development should be an integral part of any peace process. There should be clear leadership by UNDP on early recovery from conflict and natural disasters, as well as flexible United Nations funding. National development strategies and donors should invest more in risk reduction and early warning, building on existing international initiatives. The private sector and communities should be included in formulating strategies.

Humanitarian assistance

20. Since the appointment of the Emergency Relief Coordinator in 1991 and the establishment of the Office for the Coordination of Humanitarian Affairs in 1997, the United Nations emergency response capacity has become stronger. Operational agencies — such as the World Food Programme (WFP), the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF) — continue to respond well in humanitarian relief, based on established principles of humanity, impartiality and neutrality. Mechanisms for inter-agency coordination, such as the Inter-Agency Standing Committee and the Executive Committee for Humanitarian Affairs, have enhanced coordination between the humanitarian organizations of the United Nations and with non-United Nations partners. For 2006 United Nations humanitarian appeals amount to US$ 4.7 billion, for some 31 million beneficiaries in 26 countries. Significant challenges remain, however, in both coordination and funding.

21. To build strong United Nations leadership at the field level and support country ownership and cooperation, efforts to strengthen the humanitarian coordinator need to be intensified. The cluster lead agency system, adopted by the United Nations system in 2005, helped identify organizational leaders in different areas of humanitarian response, but the experience of its first year of implementation indicates that it should need to broaden to include national partners, NGOs and the Red Cross movement.

22. As a result of the increase in intrastate conflict, there are more than 25 million internally displaced persons, compared with 10 million refugees. The humanitarian system must evolve further to address this growing problem. A clear allocation of responsibility within the United Nations system is needed. UNHCR must reposition itself to provide protection and assistance for displaced people in need, regardless of whether they have crossed an international border.

23. Humanitarian funding remains crucial in influencing the United Nations response capacity, and there has been progress in developing a more coherent approach. But the consolidated appeals process, with all United Nations agencies and some non-United Nations agencies participating, still suffers from unpredictability and under-funding. And three years after the adoption of the good humanitarian donorship principles, the predictability of assistance has not yet improved substantially. The recently established Central Emergency Response Fund has facilitated faster, more effective responses, but current funding (US$ 262 million) is only halfway to the funding target.

24. Steps towards greater coherence must include efforts to increase United Nations accountability through more effective communication with affected populations and donors. Better information flows are crucial for the United Nations to be even more effective in emergency situations. Transparent, periodic and independent assessments of the global response to humanitarian emergencies can help identify gaps in coherence and failures of coordination. The Panel therefore recommends that the United Nations take the lead in preparing a regular and independent assessment of the performance of the United Nations and the wider humanitarian system in responding to humanitarian emergencies.

Recommendation: To avoid a fragmented approach to humanitarian assistance, there should be stronger partnership arrangements between the United Nations, national Governments, the International Federation of Red Cross and Red Crescent Societies and NGOs, based on the coordination and leadership roles of the Emergency Relief Coordinator at the global level and the humanitarian coordinator at the country level. These arrangements should support and ensure effective and inclusive participation in the cluster lead agency approach. Procedures, including the definition of "provider of last resort" and how this relates to the position of cluster leader, need to be clarified.

Recommendation: The Central Emergency Response Fund should be fully funded to its three-year target of US$ 500 million from additional resources. A substantial increase should be considered over the coming five years, following a review of its performance. Donors must implement the agreed principles of good humanitarian donorship and provide adequate resources based on needs assessments, particularly to crisis situations now under-funded. They should ensure that their pledges are honoured promptly. The Consolidated Appeals Process should set clearer priorities, based on joint assessments, coordination and action.

Recommendation: The humanitarian agencies should clarify their mandates and enhance their cooperation on internally displaced persons. In particular, the role of UNHCR should be reviewed, to establish a clear mandate and to further strengthen the effectiveness of the United Nations approach to addressing the needs of internally displaced persons.

Transition from relief to development

25. For countries emerging from conflict, the immediate international response is dominated by political mediation and reconciliation. The current United Nations approach tacitly emphasizes immediate stability over sustainable peace. Symptoms of conflict are often addressed, while root causes are often not addressed. For countries recovering from natural disaster, and in supporting nationally owned strategies, it is imperative to integrate vulnerability and risk reduction into all phases of recovery and development planning. In July 2006, the Tsunami Evaluation Coalition stated that successful post-disaster reconstruction required an understanding of ongoing political, economic and social processes that enable and constrain affected populations as they rebuild their lives. A clear lead capacity on the development aspects of the post-disaster recovery process, charged with early coordination and planning, should be established at United Nations Headquarters within UNDP.

26. Since the 2000 Brahimi report on peacekeeping operations, integrated United Nations peacekeeping and peacebuilding missions have improved coordination by

bringing the development arm of the United Nations under the direct leadership of the Special Representative of the Secretary-General. Better development strategies for post-conflict peacebuilding are needed to guide such missions. The Peacebuilding Commission should be the forum that encourages the development of peacebuilding strategies on the ground.

27. Unlike peacekeeping operations, which are funded by assessed contributions, humanitarian and development activities depend on unpredictable voluntary pledging conferences. The management of funds in support of development in conflict countries has increasingly been placed in the hands of the World Bank, often disbursed only when Government structures are firmly in place. In many countries the donors have sought flexibility and directly transferred funds to UNDP trust funds, especially when Government capacity is not strong. Cooperation between the United Nations and the World Bank requires a clearer division of labour based on realities on the ground. Efforts should be made to strengthen response with more flexible United Nations interim funding mechanisms that could address transition issues faster and more effectively.

Recommendation: The repositioned UNDP should become the United Nations leader and coordinator for early recovery. While building standing and surge capacity to take the lead role when humanitarian coordination winds down, UNDP should work closely with the World Bank and other development and humanitarian agencies, using the sectoral programming capacity of other relevant United Nations agencies. All early recovery activities should conform to national priorities, with national authorities managing the recovery process as soon as they have the capacity to do so.

Recommendation: Adequate funding for the United Nations role in early recovery should be ensured, even before a donor conference is held or a United Nations/World Bank Multi-Donor Trust Fund is operational. If the Peacebuilding Fund or the UNDP Thematic Trust Fund for Crisis Prevention and Recovery is not able to provide resources immediately, a country-specific fund for early recovery can be set up, linked to these overall funding mechanisms. The initial funding target of the Peacebuilding Fund of US$ 250 million should be met by 2007.

Recommendation: To build long-term food security and break the cycle of recurring famines, especially in sub-Saharan Africa, WFP, the Food and Agriculture Organization of the United Nations (FAO) and the International Fund for Agricultural Development should review their respective approaches and enhance inter-agency coordination. Complementary strategies should be further developed to strengthen local capacity and resilience to mitigate and cope with consequences of famines.

Reducing risk

28. In the first eight months of 2006, 91 million people had their lives devastated by natural disasters. Reducing the risk of disaster must be linked to humanitarian, development and environmental approaches. With more than 75 per cent of the world's people living in disaster-prone areas, risk reduction has been recognized as a cost-effective strategy to protecting livelihoods and achieving the internationally agreed development goals. The Hyogo Framework for Action (2005-2015), agreed to by Governments in 2005 as the international framework for disaster reduction, has created an agenda, taking into account the need for a strong sense of ownership,

including collaboration with civil society and the private sector, and ensuring the awareness and capacity of local governments and communities. The International Strategy for Disaster Reduction and the new World Bank-hosted Global Facility for Disaster Reduction and Recovery are making progress on this, but more coherent action is required.

29. There is insufficient "disaster-proofing" of the Millennium Development Goals", through mainstreaming risk reduction in development strategies. The Tsunami Evaluation Coalition revealed that, despite advances in early warning systems, the Tsunami response had failed to enhance local preparedness or reduce long-term vulnerability. Further investment at country and community levels is required, and the responsibilities and capacities of the United Nations system have to be further specified and enhanced.

Recommendation: The United Nations efforts on risk reduction should be urgently enhanced, through full implementation and funding of international agreements and other recent initiatives and the involvement of communities. National development strategies should address risk reduction explicitly and should be the basis on which donors plan their contributions to risk reduction and how they report these contributions as part of international and national risk reduction targets. UNDP should take the lead on this issue in the United Nations, particularly at the country level. In addition, the Office for the Coordination of Humanitarian Affairs, UNDP, UNEP, the World Meteorological Organization (WMO), and WFP with the International Strategy for Disaster Reduction secretariat should build a joint programme for early warning, drawing on existing capacities of funds, programmes and specialized agencies.

Recommendation: The United Nations should continue to build innovative disaster assistance mechanisms, such as private risk insurance markets, as means to provide contingency funding for natural disasters and other emergencies. Consideration should be given to efforts such as the WFP pilot humanitarian insurance policy in Ethiopia to provide coverage in the case of an extreme drought during the country's 2006 agricultural season. The Emergency Relief Coordinator should work with United Nations country teams and agencies on designing such event-specific contingency funding to reduce the reliance on the Central Emergency Response Fund.

C. Environment: building a global consensus and capacity for action

Deteriorating environmental trends have far-reaching economic, social and health implications and affect the world's ability to meet the Millennium Development Goals. Substantial gains in efficiency and effective responses can be made through enhanced coordination and improved normative and operational capacity, in particular through the integration of environment into national development strategies and United Nations system country operations. To improve effectiveness and targeted action of environmental activities, the system of international environmental governance should be strengthened and more coherent, featuring an upgraded UNEP with real authority as the United Nations environment policy pillar. Synergy needs to be pursued between the United Nations organizations that address environment, and multilateral

environmental agreements should continue to pursue efficiencies and coordination among themselves. An independent assessment of the current United Nations system of international environmental governance is required to support ongoing efforts at reform.

30. There can be no long-term development without environmental care. In a global and interdependent world economic objectives and environmental objectives increasingly reinforce each other. Environmental priorities — including climate change — have too often been compartmentalized and separated from economic development priorities. However, because the impacts are global and felt disproportionately by the poor, environmental sustainability is not an option — it is an imperative. The Panel is united in its conviction that addressing worsening trends of environmental degradation is one of the greatest collective challenges for economic development and human welfare.

31. We possess fairly comprehensive knowledge and understanding of what we individually and collectively need to do to reverse these trends — all spelled out in reports, declarations, treaties and summits since the early 1970s. While we have made significant advances within the United Nations framework, what is needed now is a substantially strengthened and streamlined international environmental governance structure, to support the incentives for change required at all levels.

32. The Panel recognizes that relatively little headway has been made in integrating the environment in development strategies at the country level, or in implementing internationally agreed goals. Environmental issues and goals must now be better integrated within United Nations system country operations, as critical components of national poverty reduction strategies and sustainable development plans. Bearing in mind that environmental sustainability is the foundation for achieving all the other Millennium Development Goals, there must be a strengthening of human, technical and financial capacities in developing countries to mainstream environmental issues in national decision-making, particularly through the resident coordinator.

33. The increase in the incidence and severity of natural disasters with environmental causes demonstrates the need to strengthen the links between environmental and humanitarian activities and between environmental and development activities. The United Nations system needs to incorporate more knowledge in its work on preparedness and risk reduction for natural disasters and for post-disaster recovery and reconstruction.

34. The United Nations institutions for the environment must be optimally organized and tooled, drawing on expertise in different parts of the United Nations system. Unless the United Nations adopts more comprehensive approaches, it will continue to fall short of its goals. The Panel is cognizant of the ongoing General Assembly informal consultative process on international environmental governance and has interacted with the process. Our recommendations should give it greater impetus.

35. Fragmented institutional structures do not offer an operational framework to address global issues, including water and energy. Water is an essential element in the lives of people and societies, and the lack of access to water for basic needs inflicts hardship on more than 1 billion people. Similarly, energy is a main driver of development, but current systems of energy supply and use are not sustainable

(more than 2 billion people in developing countries do not have access to modern energy services). More than 20 United Nations organizations are engaged at some level in water and energy work, but there is little evidence of overall impact.

36. The inadequacy of the current system is the result of having outgrown its original design. Developing countries are unable to cope with the extensive reporting and participation requirements of the current multilateral environmental structure, which has depleted expertise and resources for implementation. A survey by the Panel revealed that the three Rio Conventions (biodiversity, climate and desertification) have up to 230 meeting days annually. Add the figures for seven other major global environmental agreements (not including regional agreements) and that number rises to almost 400 days.

37. As environmental issues have become more clearly defined and interlinked, they have come to influence the work of practically every United Nations organization, all competing for the same limited resources. The institutional complexity is further complicated by the substantial environment portfolios of the World Bank and regional development banks, which are not well coordinated with the rest of the United Nations system. In addition, UNEP, the principal environment organization of the United Nations — with its normative, scientific, analytical and coordinating mandate — is considered weak, under-funded and ineffective in its core functions.

38. Climate change, desertification, ecosystem decline, and dispersion of hazardous chemical substances have the potential to affect every part of the globe and require clear and forceful responses by the United Nations system. Cooperation should be close among UNEP, UNDP, WMO, the Global Environment Facility (GEF) and the World Bank for building scientific and technical capacity, managing investment and infrastructure components, supporting adaptation measures and facilitating an effective integration of global environmental concerns into the development policy frameworks at the country level. GEF, the specialized funding instrument to help developing countries undertake projects and programmes that protect the global environment, has been replenished in 2006 — but will require a significant increase in resources to address future challenges. Its policy requirements and operational procedures need to be made much more simple and compatible with the development framework at the country level.

39. It is the judgement of the Panel that the international community must transcend differences and move forward. Economic growth, social justice and environmental care, advance best when they advance together. It is in our shared interest to have institutions that enable us to respond collectively to the threats of environmental degradation that challenge us all. To deliver on the internationally agreed goals and commitments, the United Nations will require stronger leadership and greater capacity for environmental activities. In this regard, cooperation and partnerships with civil society organizations, including the private sector, are essential.

Recommendation: International environmental governance should be strengthened and more coherent in order to improve effectiveness and targeted action of environmental activities in the United Nations system. It should be strengthened by upgrading UNEP with a renewed mandate and improved funding.

Recommendation: An upgraded UNEP should have real authority as the environment policy pillar of the United Nations system, backed by normative and analytical capacity and with broad responsibility to review progress towards improving the global environment. UNEP should provide substantive leadership and guidance on environmental issues.

- The technical and scientific capacity of UNEP should be strengthened as the environmental early-warning mechanism of the international community and for monitoring, assessing and reporting on the state of the global environment. This can be achieved through a system of networking and drawing on the work of existing bodies, including academic institutions and centres of excellence and the scientific competence of relevant specialized agencies and scientific subsidiary bodies of multilateral environmental agreements.

- Capacity should be built to promote the implementation of international commitments. The Bali Strategic Plan for Technology Support and Capacity-building should be strategically implemented to provide cutting-edge expertise and knowledge resources for the sustained expansion of capacity at the country level. Where necessary, UNEP should participate in United Nations country teams through the resident coordinator system, as part of One United Nations at the country level.

- UNEP should take the lead in assisting countries in the two-step process of quantifying environmental costs and benefits and incorporating them into mainstream policymaking, in cooperation with UNDP and the Department of Economic and Social Affairs of the Secretariat.

Recommendation: United Nations agencies, programmes and funds with responsibilities in the area of the environment should cooperate more effectively on a thematic basis and through partnerships with a dedicated agency at the centre (such as air and water pollution, forests, water scarcity, access to energy and renewable energy). This would be based on a combined effort towards agreed common activities and policy objectives to eliminate duplication and focus on results.

- Greater coordination at Headquarters should promote coherence at the country level, and greater coordination efforts at the country level should promote coherence at the international level. There is a need to strengthen UNEP coordination of system-wide environmental policies in order to improve cohesion and consistency. In this regard, the Environmental Management Group should be given a clearer mandate and be better utilized. It should be linked with the broader framework of sustainable development coordination.

Recommendation: Efficiencies and substantive coordination should be pursued by diverse treaty bodies to support effective implementation of major multilateral environmental agreements. Such coordination is being pursued by the Basel, Rotterdam and Stockholm convention secretariats (pending decisions of their respective conferences of the parties).

- Stronger efforts should be made to reduce costs and reporting burdens and to streamline implementation. National reporting requirements for related multilateral environmental agreements should be consolidated into one comprehensive annual report, to ease the burden on countries and improve coherence.

- Countries should consider integrating implementation needs of multilateral environmental agreements into their national sustainable development strategies, as part of the One Country Programme.

- Governing bodies of multilateral environmental agreements should promote administrative efficiencies, reducing the frequency and duration of meetings, moving to joint administrative functions, convening back-to-back or joint meetings of bureaux of related conventions, rationalizing knowledge management and developing a consistent methodological approach to enable measurement of enforcement and compliance.

Recommendation: GEF should be strengthened as the major financial mechanism for the global environment. Its contribution in assisting developing countries in implementing the conventions and in building their capacities should be clarified, in conjunction with its implementing and executing agencies. A significant increase in resources will be required to address future challenges effectively.

Recommendation: The Secretary-General should commission an independent and authoritative assessment of the current United Nations system of international environmental governance. To be completed as soon as possible and taking previous work into account, the assessment would review global needs as well as the specific roles and mandates of UNEP and other United Nations agencies and multilateral environmental agreements. It would provide the basis for further reforms towards improving system-wide coherence, effectiveness and targeted action. It should be complementary to the General Assembly informal consultative process on the institutional framework for the United Nations environmental activities, which should continue its work and provide guidance on the subject. The assessment should include an analysis of proposals to upgrade UNEP from among a range of organizational models.

D. Cross-cutting issues: sustainable development, gender equality and human rights

40. In promoting sustainable development, gender equality and human rights, the United Nations has strong mandates and Member States have committed themselves to achieving ambitious goals. The Panel recommends that cross-cutting issues must be an integral part of United Nations activities, particularly when delivering as One United Nations at the country level.

Sustainable development

The status of sustainable development should be elevated within the United Nations institutional architecture and in country activities. The United Nations system must strive for greater integration, efficiency and coordination of the economic, social and environmental dimensions of sustainable development. At the operational level, the Panel supports a strong partnership between UNEP (normative) and UNDP (operational) and a sharper focus on environment by the resident coordinator system as part of the One United Nations at the country level. The Panel calls for the Economic and Social Council to establish a sustainable development segment — and for continuing reform of the Commission on Sustainable

Development that truly leads to integrated decision-making on economic, social and environmental issues.

41. The visionary blueprint for sustainable development, outlined in Agenda 21 and adopted at the 1992 United Nations Conference on Environment and Development, is under way but has yet to be realized. Even though the General Assembly adopted sustainable development as part of the overarching framework of United Nations activities, the international community is still falling short in implementation and needs to improve the institutional framework for sustainable development.

42. This was clearly acknowledged by world leaders in 2002 at the World Summit on Sustainable Development. They stressed the need for greater integration, efficiency and coordination of the economic, social and environmental dimensions of sustainable development. Governments also agreed that strengthening the international institutional framework for sustainable development is evolutionary. The international community needs to keep relevant arrangements under constant review, identifying gaps and eliminating duplication.

43. Member States and international institutions continue to treat poverty, human health and environmental degradation as standalone threats. The United Nations system should assist countries in their integration, tackling the challenges of sustainable development across different sectors and issues.

44. The Commission on Sustainable Development was envisaged as a high-level forum that would bring economic and environmental decision makers together and provide an opportunity for frank dialogue, deliberation and problem-solving. The Panel believes that the Commission has proved successful as a model for incorporating stakeholders and as a forum to interact and exchange ideas. It has been far less effective in ensuring that the promise of integrating environment and development is fulfilled. The Commission's mandate has been broadened considerably to include sectoral assessments of natural resources. Focusing on environmental issues alone, the Commission has contributed to overlaps and often unclear divisions of labour.

45. The Panel's recommendations for development, humanitarian assistance, environment and gender equality and human rights should be viewed in the context of sustainable development. The recommendations here deal more with elevating the status of sustainable development in the United Nations institutional architecture and in country activities — and with achieving the needed balance among the three pillars (economic, social and environmental) of sustainable development.

Recommendation: A stronger partnership between UNEP (normative) and UNDP (operational) should build on their complementarities. They should:

- Integrate environment in country-owned development strategies through the resident coordinator system.
- Strengthen the analytical and technical capacities of national institutions.
- Work with countries in implementing multilateral environmental agreements.
- Contribute the environmental perspective in disaster preparedness and post-disaster recovery and reconstruction.

- Implement the strategic approach agreed to in the Bali Strategic Plan for Technology Support and Capacity-building. This requires environmental expertise from UNEP in United Nations country teams.

Recommendation: Sustainable development should be mainstreamed into the work of the Economic and Social Council. This would be done through substantive consideration of reports emanating from subsidiary bodies, the Governing Council/Global Ministerial Environment Forum of UNEP and other relevant intergovernmental bodies, including the Sustainable Development Board (see chap. III.A).

- A "sustainable development" segment should be instituted in the Economic and Social Council. It would: (a) help promote a balance between the three pillars of sustainable development; (b) focus on sustainability issues arising from the Council's functional commissions and feed conclusions back to those commissions; and (c) coordinate recommendations to United Nations system organizations and their governing bodies.

- The reform of the Commission on Sustainable Development following the 2002 World Summit on Sustainable Development should be pursued further by focusing on implementation, including approaches for integrating environmental and social concerns into economic planning, and for identifying and sharing best practices.

Gender equality and women's empowerment

Gender equality is central to sustainable development that responds to the needs, rights, aspirations and talents of half the world's people. The Panel believes that the United Nations needs to replace several current weak structures with a dynamic United Nations entity focused on gender equality and women's empowerment. This entity should mobilize forces of change at the global level and inspire enhanced results at the country level. The promotion of gender equality must remain the mandate of all United Nations entities.

46. Within the United Nations framework the international community has made strong commitments over the past six decades to gender equality and women's empowerment. It has entrusted the United Nations with an enormously important mandate in this area. The Secretary-General called upon us to include in our work an assessment of how gender equality could be better and more fully addressed by the United Nations, in particular — where it matters most — in the Organization's operational activities on the ground.

47. We have listened carefully to Governments in programme and donor countries, to civil society representatives and to United Nations staff at Headquarters and at regional and country offices. The message is clear: while the United Nations remains a key actor in supporting countries to achieve gender equality and women's empowerment, there is a strong sense that the United Nations system's contribution has been incoherent, under-resourced and fragmented.

48. We believe that the importance of achieving gender equality cannot be overstated. For both reasons of human rights and development effectiveness, the United Nations needs to pursue these objectives far more vigorously. While there

are inspiring examples of United Nations initiatives that have helped to change women's lives, these have unfortunately remained isolated "best practices".

49. We propose a new way forward based on fundamentals that we believe need to constitute the guiding principles of any efforts to strengthen United Nations performance on gender equality and women's empowerment:

- The United Nations needs a much stronger voice on women's issues to ensure that gender equality and women's empowerment are taken seriously throughout the United Nations system and to ensure that the United Nations works more effectively with Governments and civil society in this mission. We believe that a gender entity — based on the principles of coherence and consolidation — is required to advance this key United Nations agenda.
- But it is also our strong belief that the commitment to gender equality is and should remain the mandate of the entire United Nations system. Responsibility and accountability for the integration of gender equality concerns cannot be held by one United Nations agency or entity alone, regardless of its size and influence.
- And finally, in our recommendations, we seek to combine greater visibility for gender issues at the centre with enhanced results on the ground, where the United Nations performance will be assessed.

Recommendation: The Panel recommends strengthening the coherence and impact of the United Nations institutional gender architecture by streamlining and consolidating three of the United Nations existing gender institutions as a consolidated United Nations gender equality and women's empowerment programme.

Box 2
Mandate and structure of the consolidated gender entity

Governance

The gender entity would consolidate three of the United Nations existing entities under two organizational divisions. The "normative, analytical and monitoring" division would subsume the Office of the Special Adviser on Gender Issues and the Advancement of Women and the Division for the Advancement of Women. The "policy advisory and programming" division would subsume the current activities of the United Nations Development Fund for Women (UNIFEM). The Office of Human Resources Management of the Secretariat would take over the human resource functions, currently performed by the Office of the Special Adviser, aimed at improving the status of women in the Secretariat and the United Nations system.

The Executive Director of the consolidated entity should have the rank of Under-Secretary-General, consistent with that of other heads of agency, to guarantee organizational stature and influence in United Nations system-wide decision-making. The position should be recruited

through a meritocratic competition demonstrably open to those outside the United Nations and an open and transparent global search process.

The Executive Director would act as the chief adviser to the Secretary-General on gender equality and women's empowerment issues. The Executive Director would report to the Economic and Social Council and the General Assembly (through the Secretary-General), and to the UNDP/UNFPA Executive Board (which would be renamed to reflect the entity's name). To reduce costs and increase effectiveness, the entity would share common services at United Nations Headquarters and at the field level, in particular with UNDP, where available.

The gender entity would be a full member of the United Nations System Chief Executives Board for Coordination (CEB) and the proposed Development Policy and Operations Group (see chap. III.A).

Mandate

The gender entity would be entrusted with a dual mandate combining normative, analytical and monitoring functions with policy advisory and targeted programming functions. Where necessary, United Nations country teams would include senior gender expertise provided by the gender entity.

The entity's mandate under the normative, analytical and monitoring division would include:

- Facilitating and advising on system-wide policies for gender equality and women's empowerment.
- Undertaking global advocacy efforts on issues critical to women's empowerment and gender equality, including the publication of flagship reports.
- Monitoring and evaluating, on behalf of the Secretary-General, the integration of gender equality objectives across the United Nations system, including the funds, programmes, Secretariat departments and specialized agencies.
- Supporting the integration of gender equality and women's empowerment concerns in intergovernmental bodies for development, humanitarian assistance, environment, human rights, peacekeeping and peacebuilding.
- Providing substantive and technical servicing to the Commission on the Status of Women.

The Panel believes that the gender entity should have sharply focused operations on gender equality and women's empowerment issues, equipped with high-quality technical and substantive expertise, to provide leadership in regions and countries. Under the policy advisory and programming division, the entity's mandate would include:

- Providing policy advice and guidance to United Nations country and regional teams to ensure that gender equality concerns are

mainstreamed in the support provided to nationally led poverty reduction and development plans.

- Undertaking regional and national advocacy to put issues critical to women's empowerment on the policy agenda.
- Facilitating innovation, sharing lessons and enabling institutional learning throughout the system.
- Supporting targeted and innovative activities, benefiting women in line with national and regional priorities and the objectives set out in the Beijing Platform for Action and Security Council resolution 1325 (2000) on women and peace and security.
- Strengthening and monitoring accountability across the resident coordinator system and assisting resident coordinators and United Nations country teams to meet their responsibilities for gender mainstreaming.

The gender entity would continue to work closely with Governments and civil society organizations, strengthening networks already established at the global, national and local levels. The operations of the United Nations gender entity would be undertaken as part of One United Nations in each country.

Funding

To be effective in this role, the gender entity needs adequate, stable and predictable funding. The work of the normative and analytical division should continue to be funded as it is now from the United Nations regular budget, supplemented by voluntary contributions. The policy advisory and programming division should be fully and ambitiously funded.

The Panel strongly believes that substantially increased funding for the gender entity should constitute only part of the overall commitment of the United Nations to gender equality. Other United Nations entities need to dedicate significantly more resources to gender mainstreaming in all their work and decisions, in particular at the country level, and to monitor and report regularly on progress.

Human rights

The necessary international human rights agreements and institutions are now in place, but responsibilities need to be clarified within the United Nations system. The Office of the United Nations High Commissioner for Human Rights (OHCHR) should lead the effort on protection and work with and through the resident coordinator and the United Nations country team to promote human rights, and strengthen the capacities of Governments, relevant institutions, civil society and individuals.

50. We support the Secretary-General's contention that "we will not enjoy development without security, we will not enjoy security without development, and we will not enjoy either without respect for human rights" (A/59/2005, para. 17). The responsibility to make this happen lies with countries, and the necessary human rights instruments and agreements are now in place. At the 2005 World Summit Member States reaffirmed their commitment to address human rights through a new Human Rights Council, and gave unprecedented political backing for the further mainstreaming of human rights in the work of the United Nations. We remain deeply concerned, however, that the global implementation of human rights lags far behind its articulation.

51. The legitimacy of the United Nations to address human rights has been reaffirmed in our consultations, including support to national counterparts in their pursuit of international human rights commitments. Yet an assessment of the decade's worth of effort to mainstream human rights in all areas of United Nations work shows limited progress, in part because of widespread misunderstanding about where responsibility lies for human rights promotion and protection.

Recommendation: Resident coordinators and United Nations country teams should be held accountable and be better equipped to support countries in their efforts to protect and promote human rights. They should assist countries in implementing their human rights obligations and commitments as part of their national development strategies.

Recommendation: OHCHR, the centre of excellence on human rights, should provide dedicated support to the resident coordinator system. It should ensure appropriate linkages with and coordination between the resident coordinator system and the United Nations human rights special procedures and mechanisms. It should take the lead on human rights protection, including the provision of technical assistance at the request of countries to assist Member States in fulfilling their existing human rights obligations and commitments.

Recommendation: All United Nations agencies and programmes must further support the development of policies, directives and guidelines to integrate human rights in all aspects of United Nations work. The United Nations common understanding on a human rights-based approach to programming and the United Nations-wide Action 2 Programme — developed and adopted by 21 heads of United Nations agencies, programmes and departments — should provide useful guidance in this.

III. Governance, funding and management

52. We have already recommended changes to the way the United Nations is managed at the country level. A more coherent and better functioning United Nations would benefit developing countries. For these changes to be effective, they need to be supported by similar coherence of functions at the centre.

53. Substantial change is required in governance, management and funding arrangements to realize the vision of a more effective and coherent United Nations. Having examined the intergovernmental and organizational structures from this perspective, the Panel believes that achieving a more effective and coherent United Nations calls for consolidating some functions and strengthening others, as well as

devising new modalities. This process should be designed to enhance the flexibility, responsiveness and coherence of the United Nations system. The principles underlying these proposals for reform of governance, funding and management are ownership, effectiveness, transparency and coherence.

54. The Panel believes that stronger and more effective mechanisms must be developed for governance and funding. These mechanisms must incorporate clear lines of accountability and robust oversight of performance and results. To deliver lasting change, they must be transparent, inclusive and decisive. We have therefore proposed the creation of bodies that have the power to take decisions. This process will involve significant changes for United Nations agencies, developing countries and donors alike. United Nations agencies need to work more closely and effectively with the rest of the United Nations system in the interests of a greater common good. Donors, too, will need to change the way they fund the United Nations so that it is in line with the principles of multilateralism. These changes are essential if we are to be successful in the management and delivery of One United Nations.

A. Governance: consolidating some functions, strengthening others

Effective governance is at the core of coherence. To enable the United Nations to "deliver as one" on global development challenges, and in particular to make the "One United Nations" at the country level a reality for developing countries, the Panel proposes the following series of measures.

Intergovernmental level

- *To provide a high-level forum for strategic guidance on sustainable development policy and global public goods, a Global Leaders Forum should be established.*
- *A Sustainable Development Board should be established to provide operational oversight and supervision of the "One United Nations" at the country level. The Board would also take decisions on pooled voluntary funding for country programmes.*

Regional level

- *The important regional work of the United Nations must be streamlined by establishing regional hubs to support United Nations country teams and clarifying the roles of regional commissions.*

Organizational level

- *The United Nations System Chief Executives Board for Coordination should improve its decision-making role on overall reform and effectively drive managerial reform.*
- *The Development Policy and Operations Group should be the central coordinating mechanism for United Nations work on development at the country level. It will bring policy and operational roles together and will*

be chaired by a Development Coordinator. The Group would comprise the major development organizations in the United Nations.

- *A clear firewall and accountability framework should be established between a repositioned UNDP support to the resident coordinator system and its reduced operations role. This will allow the full ownership of the United Nations system in the resident coordinator system (see chap. II.A).*

- *A Development Finance and Performance Unit should support the Development Policy and Operations Group in providing information and analysis on United Nations system funding, expenditures and results.*

Streamlining and consolidation

55. The Panel has benefited from extensive consultations on the functioning of the United Nations system at the country, regional and global levels. It has also concentrated on the key drivers and incentives required for coherence from a bottom-up approach. More detailed and specific proposals for further streamlining and consolidation to improve system-wide coherence require a more in-depth analysis than was feasible within the context of our work. The Panel believes that it is important to build on its work by further considering the removal of unnecessary duplication in the United Nations system and by ensuring the clear delineation of roles and mandates.

56. We do not however advocate a single United Nations entity because some individual agencies can best achieve their vital role in the provision of global public goods, advocacy, research, promoting best practice and global norms and standards by operating individually in their specific sectors.

Recommendation: The Panel recommends that the Secretary-General establish an independent task force to build on the foundation of its work. It would:

- Clearly delineate the roles of the United Nations and its funds, programmes and specialized agencies to ensure complementarity of mandates and to eliminate duplicated functions, making concrete recommendations for consolidating or merging United Nations entities where necessary. Such a process has the potential to lead to significant annual savings, possibly up to 20 per cent, which should be redirected to supporting the One United Nations at the country level.

- Review the assessed funding required by United Nations specialized agencies — to address the current imbalance between assessed and voluntary resources dedicated to the implementation of normative mandates. The review should determine whether the current policy of zero real growth can allow United Nations agencies to deliver on global mandates.

- Review the functioning and continuing relevance of existing regional structures in addressing regional needs, taking into account the different needs of regions and the emergence of strong regional and subregional institutions. The review should also consider options for streamlining and consolidation.

Intergovernmental structures

Economic and Social Council

57. The General Assembly is the highest intergovernmental body for formulating policy on economic, social and related matters. The Economic and Social Council is the main body for coordination, policy review, policy dialogue and recommendations on economic and social development and for the review and follow-up of the internationally agreed development goals.

58. The Council's mandate has been far greater than its exercise of it. Despite many attempts to strengthen its role, the Council continues to lack effectiveness and influence. Its oversight of the funds and programmes remains perfunctory and is almost non-existent for the specialized agencies. The Council needs to improve its operational and coordination functions with regard to the entire system.

59. Much can be done to improve the Council within its current mandate, but it will require new forms of functioning. Leaders at the 2005 World Summit took steps to enable the Council to play an effective policy coordination role as envisaged in the Charter of the United Nations. The Panel believes that the vision for the Council in the 2005 Summit should be faithfully implemented, and that the Council should be further empowered through the involvement in its work of Member States at the highest possible political level.

Recommendation: A Global Leaders Forum of the Economic and Social Council should be established. The Forum would comprise the leaders of half its members, rotating on the basis of equitable geographic representation, with the participation of the executive heads of the major international economic and financial institutions. Its meetings could be preceded by a preparatory meeting of ministers for foreign affairs and economic, social and related ministries.

Box 3
Role of the Global Leaders Forum

- Provide leadership and guidance to the international community on development and global public goods related issues.
- Develop a long-term strategic policy framework to secure consistency in the policy goals of the major international organizations.
- Promote consensus-building among Governments on integrated solutions for global economic, social and environmental issues.

Sustainable Development Board

60. The Panel believes that a new governance mechanism is required to provide oversight for the One United Nations at the country level. Current board structures of the United Nations system provide only for individual funds, programmes and agencies to report separately to their respective boards for their country, regional and global work. There is a need to provide operational guidance and direction to the separate organizations for the coherence and effectiveness of the United Nations system at the country level. The Panel recommends the establishment of a

Sustainable Development Board, reporting to the Economic and Social Council. It will be responsible for operational coherence and coordination, and system-wide implementation of policies, for allocations of voluntary funding and for performance of the One United Nations at the country level.

61. Individual boards should continue to consider issues that require particular agency focus, including those relating to multi-year funding frameworks that reflect the approved strategic focus of each agency. The Sustainable Development Board will review the consolidated One Country Programme, which will include components developed by individual organizations, reflecting the policies and directives of their respective boards.

Recommendation: A Sustainable Development Board should be established. Reporting to the Economic and Social Council, the Board would provide the decision-making and monitoring framework for implementation of One United Nations at the country level. The Board would be responsible for oversight of the implementation of the pilot programme to create unified United Nations country programmes.

Recommendation: Meetings of the Sustainable Development Board should supersede the joint meeting of the boards of UNDP/UNFPA/gender entity, WFP and UNICEF. After three years the effectiveness of the Board should be assessed. This assessment should include consideration of the scope for integrating the boards of UNDP/UNFPA and UNICEF as segments of the Sustainable Development Board, rather than maintaining them as stand-alone boards.

Milestone: Member States should agree on the composition and mandate of the Sustainable Development Board by September 2007, and the Board should convene its first session by June 2008. The new bodies necessary to support the Board (Development Policy and Operations Group, including the Development Finance and Performance Unit and the Independent Evaluation Unit) should have been established by June 2007. By 2010 an independent assessment of the Board's effectiveness should be commissioned.

Box 4

Role and mandate of the Sustainable Development Board

- **Endorse One Country Programmes and approve related allocations** of voluntary donor finance from the Millennium Development Goal funding mechanism (see box 6). Following an inclusive planning process by the United Nations country team, in line with the principle of country ownership, and approval of the programme by the country, the Sustainable Development Board will endorse unified country programmes and approve the allocation of voluntary funds. It would ensure agency alignment with jointly agreed United Nations priorities.
- **Maintain a strategic overview of the system** to drive coordination and joint planning between all funds, programmes and agencies to monitor overlaps and gaps.
- **Review the implementation of global analytical and normative work of the United Nations in relation to the One United Nations**

at the country level, to progress towards the internationally agreed development goals and to provide strategic guidance on the policy and analytical work of United Nations sustainable development activities.

- **Oversee the management of the funding mechanism for the Millennium Development Goals**, which will coordinate donor resources and consolidate allocations. The Board's decisions, particularly on allocations, will be informed by strategic policy and operational advice provided by the Development Policy and Operations Group, under the leadership of the Development Coordinator. To fulfil this role the Group requires an internal Development Finance and Performance Unit to manage voluntary donor finance and monitor system-wide performance (see chap. III.B).

- **Review the performance of the resident coordinator system**, taking all necessary steps to strengthen coherence and delivery. This will include monitoring the implementation and delivery of efficiencies, results-based management and the harmonization of business practices. It will also cover the provision of common services to all funds, programmes and specialized agencies in the field.

- **Consider and comment on the implementation of the strategic plans of funds, programmes and specialized agencies** with a role in delivering the Millennium Development Goals, the other internationally agreed goals and normative activities relating to sustainable development, particularly in the context of the One Country Programme. The Board would assess and strengthen system-wide operational and normative coherence, performance and effectiveness of United Nations system-wide sustainable development activities. There should be additional discretionary funding available to the Board to provide incentives for good performance of Headquarters of funds, programmes and specialized agencies and to fund programmatic gaps and priorities.

- **Commission periodic strategic reviews of One Country Programmes.** The Board will ensure that the One Country Programmes are aligned with national development plans, have full country ownership established through inclusive consultative processes and are focused on internationally agreed development goals. Strategic reviews will be prepared for the Board's consideration under the direction of the Development Coordinator. The Board should provide clear guidance and directions to relevant stakeholders to implement the recommendations of such reviews.

- **Consider and act on independent evaluation, risk management and audit findings**, submitted by the new Independent Evaluation Unit, established by the Secretary-General and reporting to the Board. This Unit will strengthen evaluation across the development system and provide timely, independent performance information to improve the system and its processes (see chap. III.B).

Membership and reporting

The Economic and Social Council should establish the Board and determine its membership in line with experience gained from the composition of the executive boards of the funds, programmes and specialized agencies. The Board will comprise a subset of Member States on the basis of equitable geographic representation. Senior staff from development, planning, finance and foreign ministries, with the appropriate skills and competencies, should represent Member States. The Board should convene at the ministerial level when required. It should enable major non-United Nations intergovernmental organizations with a key role in the international development architecture to fully participate in its meetings. The Board's decisions should be communicated to all relevant United Nations intergovernmental bodies. Executive heads of United Nations agencies, or their deputies, with significant operational and normative programmes, should take part as ex officio members. When allocating funding for a One Country Programme, a high-level representative from that country should be invited. The Board should invite independent experts, senior officials of the Bretton Woods institutions and NGOs to participate in discussions and to inform the Board's decision-making, when necessary.

Organizational structures

62. A more coherent development system would unify and integrate the global analytical and normative work of the United Nations, with regional perspectives and country level interventions, and maximize synergies between them. It would create a mechanism to deploy the multidimensional perspectives of the United Nations in support of policy advice and technical services to all countries. This would help the United Nations to secure its place as a unique, credible and complementary partner in the international development architecture. Through consolidation, priority-setting and the elimination of duplication, a reconfigured development system will improve performance and increase cost-effectiveness. It will significantly increase managerial accountability and effectiveness without creating a large centralized bureaucracy. And at the country level, it would provide the framework for One United Nations.

United Nations System Chief Executives Board for Coordination

63. CEB, established in 2000, has led to some improvement in inter-agency coordination. The High-level Committees on Programmes and Management have developed more coherent approaches to system-wide themes and coordinated approaches to reform business processes. But the Board's potential has been underexploited and its decision-making role has been underused. An effective results-oriented CEB as a counterpart to a better functioning Economic and Social Council would enhance coherence throughout the system.

Recommendation: CEB should review its functions, in the light of experience gained since its establishment five years ago, with a view to improving its performance and accountability for system-wide coherence.

Development Policy and Operations Group

64. The Panel believes that a Development Policy and Operations Group should be established for organizational coherence, within the CEB framework, to unify and integrate the United Nations global analytical and normative work with regional perspectives and country operations. The Group would provide vision to bring together economic, social and environmental policies and activities into an integrated whole. It would subsume the current United Nations Development Group and the Executive Committee on Economic and Social Affairs. It would be served by a secretariat comprising talented officials from all parts of the United Nations system.

65. The Panel proposes that the Secretary-General appoint the UNDP Administrator as the Development Coordinator to chair the Development Policy and Operations Group. The Panel also proposes that the Group comprise the executive heads of United Nations funds, programmes, regional commissions, specialized agencies and the United Nations Secretariat. The Panel proposes that the Chair of the Group be supported by the head of the Department of Economic and Social Affairs, acting in the capacity of United Nations chief economist, and an executive head of a United Nations specialized agency with a significant operational portfolio, serving on a rotating basis. An Executive Committee consisting of the heads of United Nations funds, programmes and specialized agencies with significant portfolios and those with major cross-cutting mandates would be formed, including the Head of the Department of Economic and Social Affairs. The Development Coordinator would report and be accountable to the Sustainable Development Board.

Recommendation: The Secretary-General should appoint the UNDP Administrator as the Development Coordinator to chair the Development Policy and Operations Group that would support One United Nations at the country level. The Development Coordinator would report and be accountable to the Sustainable Development Board on the implementation of the One United Nations. A Development Finance and Performance Review Unit should be established to support the Development Policy and Operations Group.

Box 5
The role of the Development Policy and Operations Group

- Provide an inclusive forum for strategic decision-making, improve the effectiveness of the United Nations operational activities at the country level, build system-wide ownership of the resident coordinator system and enable member agencies to work collectively and deliver as One United Nations at the country level.
- Provide a framework to link normative, analytical and technical expertise to support nationally owned and led development programmes.
- Provide knowledge networking, sharing best practices and technical expertise to support regional and subregional programming.
- Create an incentive system for coherence, efficiency, cost-effectiveness and networking in deploying United Nations resources.

- Support the Development Coordinator in reporting to the Sustainable Development Board.

The Development Finance and Performance Unit, under the Development Policy and Operations Group, would

- Act as a coordinating clearing house and database of all United Nations funding sources and spending to assist the Sustainable Development Board with strategic financial planning and allocations.
- Provide advice to the Board on country and regional financial allocations and allocations for global policy work.
- Provide advice to the Board on setting and delivering efficiency measures to maximize investment in programming, based on internal country and regional performance reports and audits.
- Provide a common internal audit system for all United Nations sustainable development activities.
- Provide an annual performance and financial report on all United Nations sustainable development activities.

Regional structures and coordination

66. The regional economic commissions were established to promote economic and social development in their regions. And United Nations funds, programmes and agencies have developed regional mechanisms to provide technical and management support to their country offices. The result is a broad regional presence for the United Nations, providing a vast potential of assets and expertise, but increasing duplication, fragmentation and incoherence.

67. Over time, certain regional commissions have continued to meet regional needs while others have lost focus in applying their comparative strength in conducting regional analysis, developing policy frameworks and norms and supporting regional integration efforts and activities — instead devoting attention to operational activities at the country level. Strong institutional arrangements are now needed to ensure complementarities and build a genuine culture of cooperation among all United Nations organizations active in each region, as well as between the United Nations and non-United Nations regional entities.

Recommendation: United Nations entities at the regional level should be reconfigured and the United Nations regional setting should be reorganized around two interrelated sets of functions:

- Focusing on analytical and normative work, as well as activities of a transboundary nature. The regional commissions would act as a catalyst for these functions, using, inter alia, their convening power at both the intergovernmental and Secretariat levels.
- Focusing on coordinating the servicing of the United Nations country teams. Being responsible for managing the resident coordinator system, UNDP would act as the catalyst for these functions.

Recommendation: Regional offices of United Nations entities should be co-located and the definition of regions among all United Nations entities should be standardized to ensure consistency and coherence in the work of the United Nations at the regional level.

Coherence at the national level

68. Global development issues are interconnected, but in national Governments, responsibilities usually fall within separate line ministries (for trade, aid, debt, agriculture, environment, labour employment, health and education). As the global economy becomes more integrated, so will the linkages among these issues. Without coherent policy and leadership within national governments, disparate policies and fragmented implementation will undermine the effectiveness of multilateral organizations. Greater coherence within governmental structures, particularly for donors, can ensure coherence of policy development and implementation, both bilaterally and through multilateral institutions.

69. National Governments must also do more to ensure coherence and exercise good donorship in accordance with the mutual obligations of donors and recipients as set out in the Monterrey Consensus and the Paris Declaration on Aid Effectiveness. A candid international examination should be made of the developed countries' policy choices and the fulfilment of their commitments, including that by the Development Assistance Committee of the Organization for Economic Cooperation and Development.

Recommendation: At the national level, Governments should establish an "all-of-government" approach to international development to ensure coordination in the positions taken by their representatives in the decision-making structures of all relevant organizations, including the Bretton Woods institutions and the World Trade Organization. Pursuing consistent policies in the different settings can ensure that all relevant governing bodies effectively promote system-wide coherence to achieve internationally agreed goals.

Recommendation: The United Nations should establish benchmarks by 2008 to ensure the implementation of principles of good multilateral donorship, so that the funding provided at headquarters and at the country level do not undermine the coherence of development efforts and funding of the United Nations development system.

Relations with the World Bank and the International Monetary Fund

70. System-wide coherence at the United Nations cannot be discussed in a vacuum. It needs to be placed in a broader contextual framework of a dynamic international setting in which there are a large number of other relevant international actors and efforts. Today's consensus on the international development agenda is a result of the internationally agreed development goals and of platforms for their implementation through nationally owned development strategies and support by the donor community. This adds to the need for credible engagement of the United Nations with other development actors, since the success of this common agenda can be realized only through coherence in implementation.

71. Given the universality of the United Nations and the complementary role of the Organization and the Bretton Woods institutions in economic, social and related

fields, there is an urgent need for a more credible and meaningful engagement between the United Nations system and the international financial institutions. This is needed to secure policy consistency and enable countries to achieve their development objectives. The United Nations and the Bretton Woods institutions were established with the intention that they would work together in a complementary way. Over time both the World Bank and the United Nations institutions have gradually expanded their roles so that there is increasing overlap and duplication in their work. There is a balance to be struck between healthy competition and inefficient overlap and unfilled gaps. The Bretton Woods institutions and the United Nations need to work more closely together to remove unnecessary duplication, and to build on their respective strengths.

Recommendation: As a matter of urgency the Secretary-General, the President of the World Bank and the Executive Director of IMF should set up a process to review, update and conclude formal agreements on their respective roles and relations at the global and country level. These reviews must be periodically updated as well as assessed. This process should be undertaken on the basis of the enhanced performance, strengthened delivery and more influential role that the United Nations will have if our reforms are implemented.

- *Global level*. The participation of the Bretton Woods institutions in the annual spring meetings of the Economic and Social Council and the biennial high-level dialogue of the General Assembly should be more substantive. The focus should be on areas of common interest and on concrete measures to promote policy consistency to achieve the internationally agreed development goals. The United Nations status and participation in the Development Committee should be enhanced. Joint research and staff exchanges and peer reviews should become regular. The sharing of information and opinions on draft reports and strategic documents should be improved.

- *Country level*. The United Nations, the World Bank and IMF should cooperate closely in supporting countries on their national development strategies, including poverty reduction strategies and Millennium Development Goal strategies. Common frameworks to collect data and measure results should be developed. The World Bank and the United Nations should work jointly on needs assessments, with full national ownership. The skills and legitimacy of the United Nations in capacity-building should be fully used.

- *Post-conflict transition*. The United Nations and the World Bank should clarify the terms of collaboration in post-conflict situations and institutionalize a dialogue with clear counterparts on both sides. The United Nations should take the lead in the political and governance aspects of post-conflict issues, including deteriorating governance, and on electoral issues, as well as in supporting and funding early recovery when the capacity and processes are not in place yet to have a regular development process. The World Bank should be involved early in these processes and can assist in setting up multi-donor trust funds and more regular funding based on nationally owned recovery and development strategies.

Recommendation: To review cooperation within the international development structure, and to ensure policy consistency and coordination, an annual meeting should be chaired by the Secretary-General, with the participation of the President of the World Bank, the Managing Director of IMF, the

Development Coordinator and relevant heads of agencies, funds and programmes, including the Directors-General of the World Health Organization (WHO), the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organization (ILO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and others, depending on the issue under discussion.

Engaging civil society organizations and the private sector

72. Progress towards the internationally agreed development goals has improved through the active engagement of the United Nations with different actors at various levels, including partnerships with Governments, civil society and the private sector.

73. Civil society organizations can drive the United Nations development agenda forward. They are indispensable partners in delivering services to the poor, and they can catalyse action within countries, mobilize broad-based movements and hold leaders accountable for their commitments. In crisis, post-conflict and post-disaster countries, national and international NGOs are vital implementing partners — without them, United Nations humanitarian assistance could not be delivered.

74. The private sector has a vital role in generating new investments, creating full and productive employment, contributing to financing for development and managing natural resources and the environment. Coalitions of private foundations and public-private alliances have emerged as some of the more dynamic means of transferring financial and technical resources to realize sustainable development goals. They are also important platforms to promote corporate social responsibility and accountability.

75. While Governments remain the primary interlocutors for country-level engagement with the United Nations, civil society and private sector inputs into the preparation of the One Country Programme are important to ensure full national ownership and relevance. United Nations country teams should work with Governments to support an enabling environment for productive employment and enterprise development, and to encourage knowledge development, partnerships, corporate social responsibility, skills transfer and public-private networking across regions.

76. While the relationship between the United Nations and civil society is as old as the Charter, United Nations cooperation with civil society organizations and the private sector needs to be systematized and upgraded to enable these partnerships to contribute more effectively to the implementation of internationally agreed development goals.

Recommendation: The capacity of the resident coordinator's office to advocate, promote and broker partnerships between Government and relevant civil society organizations and the private sector should be enhanced to build stakeholder consensus and realize country-specific goals as embodied in the national development plans.

B. Funding the United Nations system for results

For coherent action to help achieve the Millennium Development Goals and other internationally agreed development goals, the United Nations needs sustained funding for the One Country Programme, as well as secure core funding for United Nations entities that have a demonstrable commitment to reform. Donors should increasingly pool their contributions at country or headquarters level, based on the performance of the United Nations in pilot cases.

77. For development at the country level, the role of the United Nations is not that of a major financial resource provider, but that of convener, policy adviser, commodity provider and capacity-builder. Exceptions are post-conflict situations, where the United Nations plays a major role, often with trust fund resources. The total ODA channelled through the United Nations annually is approximately US$ 10 billion.

78. To make the One Country Programme a success and to tackle global challenges, United Nations funding practices and mechanisms need urgent review. Current practices for funding the United Nations are fragmented and unpredictable. They constrain the United Nations and recipient countries from making strategic choices for the use of funds and in contributing to the Millennium Development Goals and other internationally agreed goals. The Development Coordinator should convene a meeting of the Development Policy and Operations Group with major donors to discuss and elaborate the practical changes required in donor practices to fund the One Country Programmes.

79. There is too much earmarked funding and too little funding for the core budget of United Nations organizations. Moreover, funding is unpredictable, and burden-sharing procedures are unclear. So United Nations organizations are only to some extent masters of their own budgets, with donor priorities rather than multilateral mandates determining some of their actions. Even in specialized agencies, assessed contributions have not increased for years, leaving them to rely on voluntary funding for core activities.

80. Current funding practices also lead to competition and fragmentation, often with relatively small budgets per agency at the country level, while the common programme is left with insufficient resources. A review of 10 United Nations country teams found on average that only 40 per cent of their resources are mobilized through core resources. United Nations organizations have to put considerable effort into fund-raising. Some argue that the resident coordinator system should be funded through assessed contributions, in line with an agreed contributions scale, which is how the United Nations Secretariat, peacekeeping operations and core specialized agency budgets are funded.

81. Sustained and consolidated funding is the key to reversing the fragmentation of the United Nations system. More secure funding has to go hand in hand with better performance, oversight, accountability, efficiency and results. That is why the Panel devoted considerable attention to governance and management and recommends steps to resolve them, based on the following principles:

- United Nations organizations that have a demonstrable commitment to reform, effectiveness and working together need sufficient sustained core funding —

or, where applicable, assessed funding — to fulfil their missions. There should also be sufficient funding for supporting and strengthening the resident coordinator system.

- There should be one budgetary framework for the One Country Programme, reflecting all contributions. Donors should increasingly pool their contributions at the country or headquarters level, based on United Nations performance in pilot cases. They should increasingly refrain from funding country-level interventions by the United Nations system outside the One Country Programme.

- While pursuing greater coherence, diversity has brought the United Nations system many resource mobilization opportunities and successful brands, allowing both donors and recipient countries a degree of choice. Some diversity in the system is thus to be welcomed.

Recommendation: Funding for the One Country Programmes should be predictable and multi-year. The five One Country Programme pilots should be funded by pooled country-level funding. Subject to continuous positive assessment, demonstrated effectiveness and proven results, they should be expanded to 20 One Country Programmes by 2009, 40 by 2010 and all other appropriate country programmes by 2012. Following the five pilots, the One Country Programmes will also be funded by voluntary contributions to a consolidated funding mechanism, the Millennium Development Goal funding mechanism (see box 6).

Recommendation: There should be full core funding for individual United Nations organizations committed to reform.

- There should be full core funding for individual funds and programmes demonstrably committed to reform, effectiveness and working together, through strengthened and improved multi-year funding frameworks, with strategic priorities, related funding priorities and robust indicators. By 2008 funds and programmes should align their multi-year funding cycles to facilitate strategic coordination.

- There should also be a review of assessed funding of the specialized agencies, to enable them to continue their essential work on global norms and standards and assess whether the current policies of zero real growth is adequate.

- The strengthened resident coordinator system should be fully funded. Resources earmarked for supporting the system should continue to be managed separately from UNDP programme resources.

Box 6

Funding the United Nations system for results

Full funding for the One Country Programme

At the country-level, contributions to the One Country Programme should be consolidated within a single budgetary framework, which would not constitute a legal constraint on the spending authority of funds, programmes and specialized agencies. The one budgetary framework brings together all contributions to the One Country Programme. To fund the One Country Programme through this single

budgetary framework, the Panel recommends the following funding sources:

- The five pilots of the One Country Programme should be funded by pooling funding in the country. For donor contributions to each pilot, a country-level Millennium Development Goal strategy support fund should be established, to be administered by the resident coordinator, in line with national priorities. In principle, funding from all sources for the One Country Programme should flow through these country funds. Donors would be strongly encouraged to contribute through these funds.

- A Millennium Development Goal funding mechanism should be established following the five pilots. This voluntary mechanism would coordinate overall resource flows enabling global oversight of funding available for contributions to the One Country Programme. The mechanism should be governed by the Sustainable Development Board under the supervision of the development coordinator. Donors are strongly encouraged to make funds available to this mechanism at the central or country level. United Nations organizations could also contribute core funding for the One Country Programme within the framework of this mechanism.

Recommendation: The United Nations should drive reform by channelling reform savings back into the system through mechanisms, such as an empowerment fund. This fund would demonstrate to the world's poorest citizens, communities and local entrepreneurs that United Nations savings will be invested directly in their empowerment. It would be financed with minimal overhead through efficiency cost savings resulting from reforming, consolidating and streamlining United Nations functions and organizations, as recommended by the task force to be established by the Secretary-General (see chap. III.A). This fund could redirect savings from efficiency reforms back to country-level strategies (One Country Programme) with a special emphasis on helping countries achieve the Millennium Development Goals.

C. Reforming United Nations system business practices: building institutions of public trust

Business practices for resource planning, human resources, common services and evaluation must achieve full compatibility as major drivers of coherence in the United Nations system. There should be greater opportunities for staff mobility and a system-wide agreement on results-based management as well as an independent United Nations system-wide evaluation mechanism and common evaluation methodologies and benchmarking. The United Nations must systematically examine opportunities and possibilities for joint services.

82. The business practices, processes and culture of the United Nations system have evolved in an incremental and ad hoc manner over 60 years, in response to

specific situations and agency needs. This has widened the disconnection between organizations of the system, contributed to inefficiency and hindered the development of a common management culture that is accountable and results-oriented. To boost public trust, the United Nations needs to demonstrate more transparency and accountability.

83. There is no central management authority in the United Nations to implement common rules and practices. So individual organizations pursue various initiatives, without incentives to harmonize for the benefit of the United Nations system as a whole. Without explicit commitment from organizational leaders, common services cannot work. We believe the time has come to establish a process leading to a common framework for business practices in the United Nations. This will transform the way the United Nations works, build a culture of collaboration, improve the system's effectiveness in achieving organization-wide programmatic results and lead to significant savings. Harmonized business practices will enhance the United Nations system's capacity to deliver the One Country Programmes. Savings from efficiency gains will be redirected to these programmes.

84. Harmonizing systems in itself does not achieve coherence. Needed first is an agreement on standards, to ensure that value is added in pursuing change. Using internationally recognized standards would facilitate the simplification and harmonization of business practices within the United Nations system.

85. Public trust will be reinforced through measurable results. Evaluations throughout the system use different measurement criteria, which are often too narrowly defined by quantifiable terms, rather than by measurements of longer term impact.

86. Attracting and retaining the most qualified staff for an effective and independent civil service is not possible with a human resource system based on different performance evaluation systems, entitlements and contracts. To encourage mobility and cross-fertilization and to prepare staff for positions of greater responsibility, the system's appraisals must be based on performance, not seniority. A competitive and incentive-based system is required. The International Civil Service Commission has become a politicized body that represents the interests of Member States, rather than operational priorities. It is too slow and needs substantial change.

87. Current governance mechanisms need to be modernized. Without an overarching management system to drive change, there can be no management control and little progress towards coherence. For CEB to work more effectively, the United Nations agencies must first commit to the need for its revised terms of reference.

Recommendation: CEB, chaired by the Secretary-General, should lead efforts to improve management efficiency, transparency and accountability of the United Nations system. It should be used more effectively in its principal role as a high-level decision-making forum in the United Nations system on substantive and management issues. CEB reporting and transparency to intergovernmental structures should be improved.

Recommendation: The business practices of the United Nations system should be harmonized:

- International Public Sector Accounting Standards, which will be implemented across the entire United Nations system by 2010, must provide an important basis for simplifying and harmonizing business practices.

- To break down barriers to programmatic and administrative collaboration, enterprise resource planning standards, and data warehouses for reporting, should be harmonized across the system by 2010. Entities currently selecting enterprise resource planning systems (including the United Nations Secretariat) should base their selection on data-sharing compatibility and interconnectivity.

- Improvements in results-based management, results-based budgeting, evaluation and other measures to increase transparency and accountability should be in place by 2008. This should include harmonizing the principles, terms and methods of results-based management and the audit procedures across the United Nations system.

- A system-wide security management system based on common policies, standards and operating procedures should be established at the country level, particularly for humanitarian affairs.

Recommendation: Evaluation mechanisms should be established for transparency and accountability. A United Nations system-wide independent evaluation mechanism should be established by 2008, and taking into account the evolving role of the Office of Internal Oversight Services, to monitor how system-wide goals are being delivered. A separate system to enable peer reviews across organizations should also be developed. A common evaluation methodology should be applied across the United Nations system by 2010 to permit benchmarking and inter-agency comparisons and facilitate exchanges of best practices. Standardized information and data related to United Nations activities, programme delivery, budgets, staffing and cost-effectiveness should be transparent and publicly available. Harmonizing systems and methodologies will provide Member States with a more transparent overview of United Nations system results and financial figures by area of interest and type of activity.

Recommendation: Human resource policies and practices should be updated and harmonized. An authoritative and independent external evaluation to reform the International Civil Service Commission should be carried out in 2007. Human resource management policies and contractual arrangements should be simplified, harmonized and updated in line with an emphasis on results, performance management systems and accountability frameworks. Recruitment and promotion policies should be underpinned by the principle of "meritocracy with equity and representation" and developed to improve staff capabilities and ensure a culture of management for results.

Human resource policies must enable mobility of the staff across the system and the transferability of pensions. Host countries should be encouraged to enable the employment of spouses of United Nations staff. A fundamental overhaul of staff training and career development programmes should be carried out by 2010 to ensure that, at all levels of the system, staff serving the United Nations are motivated and have appropriate professional skills. The United Nations System Staff College should have the capacity to provide executive leadership training to senior United Nations managers. This would enable more effective management of change

processes and contribute to a common management culture in the United Nations system.

Recommendation: Executives should be selected according to clear criteria, and for limited terms. All appointments or elections to executive positions in United Nations organizations should be in line with clear and effective criteria, limited to two terms of four or five years.

Recommendation: Change should be managed at the highest levels. The overall management of reform of business practices should be invested in the Secretary-General, in his capacity as chairman of CEB, assisted by a bureau of staff specialists as part of the CEB machinery. All chief executives in the United Nations system should develop plans to reform the business practices in their organizations together with resource requirements for investing in change processes.

88. The Panel is of the view that implementing the reforms necessary to enable the United Nations to deliver as one will require time and energy. A dedicated team will be needed at a senior level within in the United Nations system to ensure that progress is being made on the changes being recommended.

Recommendation: The Panel recommends that the Secretary-General appoint a senior member of his staff and provide the necessary resources to form a senior change management team. The team would be responsible for tracking and supporting implementation, and reporting regularly to the Secretary-General and Member States on progress to implement the recommendations of the High-level Panel on United Nations System-wide Coherence, in the areas of development, humanitarian assistance and the environment.

Annex I

Terms of reference of the Panel, issued on 15 February 2006

Background

1. In the Outcome document adopted at the 2005 World Summit in New York global leaders called for much stronger system-wide coherence across the various development-related agencies, funds and programmes of the United Nations. In addition to supporting current, ongoing reforms at building a more effective, coherent and better-performing United Nations country presence, it specifically invited the Secretary-General to "launch work to further strengthen the management and coordination of United Nations operational activities". They also called for such work to be focused on ensuring that the United Nations maximized its contribution to achieving internationally agreed development goals, including the Millennium Development Goals, including proposals for "more tightly managed entities" in the field of development, humanitarian assistance and the environment.

2. The Secretary-General intends to commission a small panel, supported by Adnan Amin, United Nations Environment Programme (UNEP), as Executive Director, and appropriate research and analytical capacity from inside and outside the United Nations system, to develop concrete and comprehensive analysis and recommendations in this regard. The Secretary-General is determined to ensure that while this work is under way, existing reform initiatives endorsed in the Outcome document, including those for a strengthened role for special representatives of the Secretary-General and resident coordinators, and the strengthening of the United Nations country team through a common management programming and monitoring framework should continue. The Secretary-General considers that the outcome of this exercise would provide an important complement to the ongoing reform deliberations in the General Assembly.

Timeline

3. The Panel will seek to consult on an interim basis with the United Nations System Chief Executives Board for Coordination (CEB) at its meeting in April 2006. This would allow for further consultation with member states at the Economic and Social Council in July 2006 and for the full study to be completed by the next session of the General Assembly to allow for embarking on possible implementation in 2007.

Scope

4. As set out in the Outcome document, the three elements of the study will need to have slightly different scope:

(a) In the field of humanitarian assistance significant progress has been made in recent years in providing more coordinated response to emergencies at the country level. The Outcome document also commits the General Assembly to strengthening the coordination of humanitarian and disaster relief assistance of the United Nations and separate follow-up work is already under way in this regard.

However, the growing scale and scope of disasters, particularly natural disasters, underlines the importance of improving the timeliness and predictability of humanitarian funding, mainly by improving the Central Emergency Response Fund, in part through a thorough evaluation of lessons learned from recent experience. This part of the study will also need to focus on ways of developing and improving mechanisms for the use of emergency standby capacities for a timely response to humanitarian emergencies;

(b) In the field of environmental activities, two separate issues need to be addressed. First, in the normative area, a full assessment should be made of how the United Nations can best provide more comprehensive and coherent management and monitoring of the growing range of multilateral environmental agreements. This should include the development of stronger scientific and analytic capacity in monitoring, assessing and reporting on critical environmental trends. Second is the need for better integration of the environmental perspective within the broad principle of sustainable development in United Nations country-level activities and in particular capacity-building and technology support undertaken by the entire United Nations system. The General Assembly may launch its own deliberations on the issue of international environmental governance issues in early 2006 and it would be important to ensure that these efforts are complementary;

(c) In development, despite wide-ranging reforms over the past five years strengthening the role of the resident coordinator and the United Nations country team, developing and donor countries alike remain concerned that, overall, United Nations development at the country level remains overly fragmented and supply-driven. The Outcome document commits all countries to map out their own national strategies to meet international conference goals, including the Millennium Development Goals. In this context, the study will need to analyse how the United Nations system as a whole can be better reoriented to provide more efficient, coherent demand-driven support to national partners by building on its core normative, technical assistance and capacity-building strengths to partner with the longer-term financing and other support brought by the World Bank and other international partners. In this regard, it will be particularly important to consider how to strengthen linkages between the normative work and the operational activities of the system. It will also need to examine how this work can support and complement the wider role the Outcome document envisages for the Economic and Social Council in ensuring follow-up and assessing progress of the outcomes of the major United Nations conferences and summits, including the internationally agreed development goals; and playing a major role in the overall coordination of funds, programmes and agencies, ensuring coherence among them and avoiding duplication of mandates and activities.

5. In all three areas, the study will need to encompass both organizational and funding issues, ranging from the duplication and overlap of work products across United Nations agencies, funds and programmes to prospects for joint, multi-year funding and programming arrangements. The broad issue of more predictable financing of the United Nations system — from the consolidated appeals process to the growth in non-core funding of funds and programmes to the appropriate role of assessed contributions — and its impact on existing systems and proposed reform will need to be a central element.

6. The overarching aim of the study is to seek recommendations on a process of rationalization that will maximize the available resources for relief and development programmes in the United Nations system while minimizing overhead and administrative costs. As such, the study will need to explore ways of fully exploiting synergies between the normative and analytical institutions and departments of the United Nations, such as the Department of Economic and Social Affairs and the United Nations Conference on Trade and Development (UNCTAD), and operational agencies. It will also need to address how the United Nations system works and can best exercise its comparative advantages with international partners, including the Bretton Woods institutions, the European Commission and other regional actors, donors, civil society and the private sector. While the primary focus will be on increasing impact at the country level, in making concrete proposals for improved management, coordination and effectiveness, it will need to make findings with regard to work both at United Nations headquarters, regional and country level.

7. In terms of recommendations, the study should seek to identify a short, medium and longer-term vision and benchmarks, thus laying a platform for an actionable plan of implementation rather than open-ended proposals. Change may need to occur in phases, with first initial proposals for rationalization of the current system without major structural changes; then proposals for preliminary restructuring of the current system to minimize duplication and overlap; and finally recommendations for comprehensive revitalization and restructuring of the United Nations operational role in environment, humanitarian and development work.

Consultation

8. The Outcome document calls for greater coordination between the governing boards of various operational agencies so as to ensure a more coherent policy in assigning mandates and allocating resources throughout the system. In this spirit — and to ensure wide acceptance and subsequent implementation of the findings — it will be essential for the Panel to consult widely with all stakeholders, including the management and governing boards of relevant agencies, funds and programmes, prior to submission of their final report to the Secretary-General.

Additional request from the Secretary-General: gender equality

9. In addition, the Secretary-General called upon the High-level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment to review contribution of the United Nations system to achieving gender equality and to make recommendations on how gender equality perspectives can be better integrated into the work of the United Nations. In his recent report on the mandate review, the Secretary-General states that there is a need to move towards "improved clarity on institutional responsibilities and more concerted action in relation to gender equality. There is a need to assess the progress made across the system, the gaps and challenges remaining, and ways to improve outcomes". He requested the Panel "to include in its work an assessment of how gender equality, including through gender mainstreaming, can be better and more fully addressed in the work of the United Nations, particularly in its operational activities on the ground" (A/60/733, para. 131).

Excerpt from General Assembly resolution 60/1

10. General Assembly resolution 60/1 states, in part:

> 168. We recognize that the United Nations brings together a unique wealth of expertise and resources on global issues. We commend the extensive experience and expertise of the various development-related organizations, agencies, funds and programmes of the United Nations system in their diverse and complementary fields of activity and their important contributions to the achievement of the Millennium Development Goals and the other development objectives established by various United Nations conferences.
>
> 169. We support stronger system-wide coherence by implementing the following measures:
>
> *Policy*
>
> - Strengthening linkages between the normative work of the United Nations system and its operational activities
> - Coordinating our representation on the governing boards of the various development and humanitarian agencies so as to ensure that they pursue a coherent policy in assigning mandates and allocating resources throughout the system
> - Ensuring that the main horizontal policy themes, such as sustainable development, human rights and gender, are taken into account in decision-making throughout the United Nations
>
> *Operational activities*
>
> - Implementing current reforms aimed at a more effective, efficient, coherent, coordinated and better-performing United Nations country presence with a strengthened role for the senior resident official, whether special representative, resident coordinator or humanitarian coordinator, including appropriate authority, resources and accountability, and a common management, programming and monitoring framework
> - Inviting the Secretary-General to launch work to further strengthen the management and coordination of United Nations operational activities so that they can make an even more effective contribution to the achievement of the internationally agreed development goals, including the Millennium Development Goals, including proposals for consideration by Member States for more tightly managed entities in the fields of development, humanitarian assistance and the environment
>
> *Humanitarian assistance*
>
> - Upholding and respecting the humanitarian principles of humanity, neutrality, impartiality and independence and ensuring that humanitarian actors have safe and unhindered access to populations in need in conformity with the relevant provisions of international law and national laws

- Supporting the efforts of countries, in particular developing countries, to strengthen their capacities at all levels in order to prepare for and respond rapidly to natural disasters and mitigate their impact

- Strengthening the effectiveness of the United Nations humanitarian response, inter alia, by improving the timeliness and predictability of humanitarian funding, in part by improving the Central Emergency Revolving Fund

- Further developing and improving, as required, mechanisms for the use of emergency standby capacities, under the auspices of the United Nations, for a timely response to humanitarian emergencies

Environmental activities

- Recognizing the need for more efficient environmental activities in the United Nations system, with enhanced coordination, improved policy advice and guidance, strengthened scientific knowledge, assessment and cooperation, better treaty compliance, while respecting the legal autonomy of the treaties, and better integration of environmental activities in the broader sustainable development framework at the operational level, including through capacity-building, we agree to explore the possibility of a more coherent institutional framework to address this need, including a more integrated structure, building on existing institutions and internationally agreed instruments, as well as the treaty bodies and the specialized agencies

Annex II

Panel members

Shaukat Aziz, Pakistan (Co-Chair)
Prime Minister, Pakistan

Luisa Dias Diogo, Mozambique (Co-Chair)
Prime Minister, Mozambique

Jens Stoltenberg, Norway (Co-Chair)
Prime Minister, Norway

Gordon Brown, MP, United Kingdom of Great Britain and Northern Ireland
Chancellor of the Exchequer

Mohamed T. El-Ashry, Egypt
Senior Fellow, United Nations Foundation and Former Chairman and Chief Executive Officer, Global Environment Facility

Robert Greenhill, Canada
President, Canadian International Development Agency

Ruth Jacoby, Sweden
Ambassador of Sweden to Germany
Ministry of Foreign Affairs, Sweden
Former Director-General for Development Cooperation

Ricardo Lagos, Chile
Former President, Republic of Chile

Louis Michel, Belgium
European Commissioner for Development and Humanitarian Aid

Benjamin W. Mkapa, United Republic of Tanzania
Former President, United Republic of Tanzania

Jean-Michel Severino, France
Director General, French Development Agency

Josette S. Sheeran, United States of America
Under Secretary for Economic, Business and Agricultural Affairs, United States Department of State

Keizo Takemi, Japan
Senior Vice-Minister of Health, Labour and Welfare
Former State Secretary for Foreign Affairs of Japan

Ex officio

Lennart Båge
President, International Fund for Agricultural Development

Kemal Dervis
Administrator, United Nations Development Programme

Annex III

Panel secretariat

Adnan Z. Amin (Executive Director)

Koen Davidse (Research Director)

Moustapha Soumaré (Research Director)

Kai Buchholz

Mohamed El-Farnawany

Fabienne Fon Sing

Treena Huang

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Zazie Schafer

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Annex IV

Consultative process

1. To ensure that its deliberations were informed by a broad range of perspectives from all key stakeholders, the Panel agreed that it was essential to undertake a wide-ranging, but focused consultative process, in accordance with the scope of the study outlined in the Panel's terms of reference. Members considered that an inclusive consultative process was important not only to enrich the work of the Panel, but also to ensure the engagement and commitment of concerned stakeholders, a fundamental step to developing relevant and realistic recommendations and making sure that the Panel's work would lead to genuine reform.

2. The consultative process resulted in the development of an analytical base and options for consideration by the Panel. Consultations drew on research and analytical capacity from inside and outside the United Nations system, and enabled contacts with Member States, the United Nations system, intergovernmental forums, international financial institutions, academia and civil society organizations.

3. Several Panel members participated in a series of consultations at the regional and country level, in Africa, Asia, Arab States and Latin America and the Caribbean. Each consultation undertook a broad assessment of experience from six countries within that region, bringing together United Nations country teams, Government representatives, regional organizations, donors and civil society. The objectives of these consultations included enhancing understanding among Panel members of the expected role of the United Nations at country level, canvassing information on good practices as well as major challenges to the United Nations country level coherence and allowing for the integration of the views of practitioners from each region into the overall deliberations of the Panel. In addition, one Panel member undertook country visits to Indonesia, Cambodia and Thailand to analyse challenges to a coherent and effective United Nations at the country level, identify good practices and assess the country level aspects of the issues to be addressed by the Panel.

4. Similarly, a number of thematic consultations were held on the environment, the resident coordinator system, the transition from relief to development, international financial institutions, business practices and funding. These consultations allowed for interaction between Panel members and key stakeholders, including experts, the United Nations system and civil society organizations — and for building an understanding of key challenges and the type of recommendations that could be put forward. A rich consultation was also held with civil society organizations, particularly focusing on sustainable development, gender equality, gender mainstreaming and human rights.

5. Panel members held consultative meetings with intergovernmental forums (the General Assembly and the Economic and Social Council), as well as smaller briefings for regional groupings (the Group of 77 and China, the European Union, the African Group and the Latin America and Caribbean Group). Panel members were also sensitive to their responsibility to build on the United Nations system's own experience and aspirations, meeting with United Nations system organizations, through the United Nations System Chief Executives Board for Coordination (CEB), as well as smaller groupings of organizations (in Rome, Vienna and Geneva), and the regional commissions.

6. The consultative process also benefited from meetings that aimed to provide input to the Panel's work, including consultations hosted by permanent missions to the United Nations (Egypt and France) and United Nations inter-agency bodies (the CEB High-Level Committees on Programmes and Management). In addition, members of the Secretariat held a large number of bilateral meetings with Government representatives (from various ministries and/or permanent missions to the United Nations), United Nations system organizations and civil society organizations.

7. Furthermore, papers were commissioned that fed into the consultative process, including those on gender, business practices, funding, humanitarian assistance, the transition from relief to development and the United Nations institutional architecture.

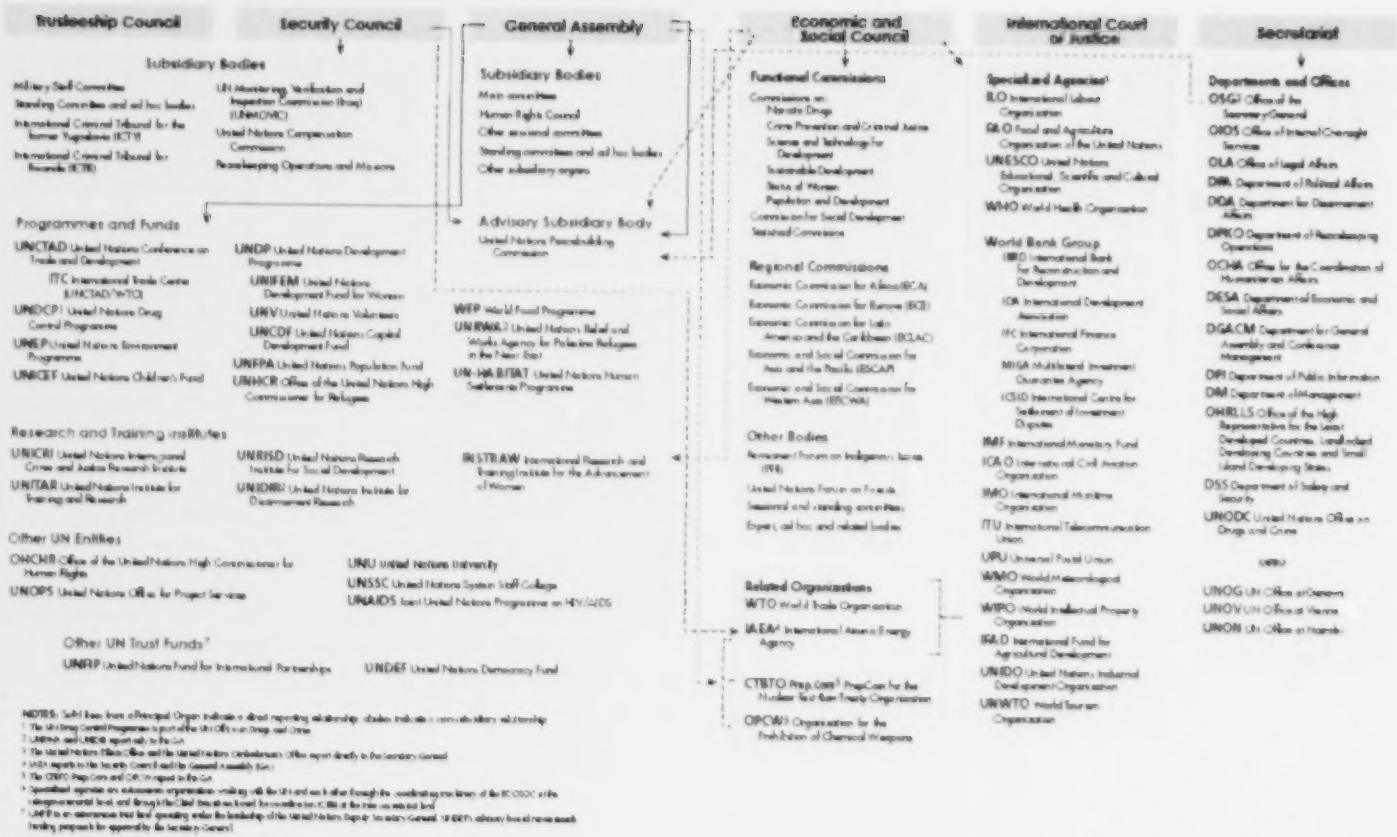
Panel meetings and consultations, 2006

Meeting	*Date*	*Venue*
First Panel meeting	4 and 5 April	New York
Meeting with the General Assembly	6 April	New York
Meeting with the United Nations System Chief Executives Board for Coordination	7 and 8 April	Segovia
Consultation on the environment	4 and 5 May	Nairobi
Regional consultation for Africa	8 and 9 May	Maputo
Consultation on the resident coordinator system	15 May	Vienna
Consultation on transition from relief to development	19 May	Rome
Meeting with executive heads of Rome-based agencies	20 May	Rome
Regional consultation for Asia	24 and 25 May	Islamabad
Second Panel meeting	1 and 2 June	Geneva
Meeting with executive heads of Geneva-based agencies	3 June	Geneva
Regional consultation for Arab States	20 and 21 June	Cairo
Consultation with international financial institutions	26 June	Washington, D.C.
Consultation on business practices	26 June	Washington, D.C.
Consultation on funding	29 June	London

Meeting	*Date*	*Venue*
Meeting of Sherpas in preparation for the third Panel meeting	30 June	London
Consultation with civil society organizations	2 July	Geneva
Third Panel meeting	3 and 4 July	Geneva
Dialogue with the Economic and Social Council	4 July	Geneva
Meeting with the regional commissions	4 July	Geneva
Regional consultation for Latin America and the Caribbean	28 and 29 July	Bridgetown
Meeting of Sherpas in preparation for the fourth Panel meeting	17 and 18 August	New York
Fourth Panel meeting	31 August and 1 September	Oslo

Annex V

The United Nations system


Trusteeship Council
Security Council
General Assembly
Economic and Social Council
International Court of Justice
Secretariat
Subsidiary Bodies
Military Staff Committee
Standing Committee and ad hoc bodies
International Criminal Tribunal for the former Yugoslavia (ICTY)
International Criminal Tribunal for Rwanda (ICTR)
UN Monitoring, Verification and Inspection Commission (Iraq) (UNMOVIC)
United Nations Compensation Commission
Peacekeeping Operations and Missions
Subsidiary Bodies
Main committees
Human Rights Council
Other sessional committees
Standing committees and ad hoc bodies
Other subsidiary organs
Advisory Subsidiary Body
United Nations Peacebuilding Commission
Functional Commissions
Commissions on:
Narcotic Drugs
Crime Prevention and Criminal Justice
Science and Technology for Development
Sustainable Development
Status of Women
Population and Development
Commission for Social Development
Statistical Commission
Regional Commissions
Economic Commission for Africa (ECA)
Economic Commission for Europe (ECE)
Economic Commission for Latin America and the Caribbean (ECLAC)
Economic and Social Commission for Asia and the Pacific (ESCAP)
Economic and Social Commission for Western Asia (ESCWA)
Other Bodies
Permanent Forum on Indigenous Issues (PFII)
United Nations Forum on Forests
Sessional and standing committees
Expert, ad hoc and related bodies
Related Organizations
WTO World Trade Organization
IAEA[4] International Atomic Energy Agency
CTBTO Prep Com[5] Prep Com for the Nuclear-Test-Ban Treaty Organization
OPCW[5] Organization for the Prohibition of Chemical Weapons
Specialized Agencies[1]
ILO International Labour Organization
FAO Food and Agriculture Organization of the United Nations
UNESCO United Nations Educational, Scientific and Cultural Organization
WHO World Health Organization
World Bank Group
IBRD International Bank for Reconstruction and Development
IDA International Development Association
IFC International Finance Corporation
MIGA Multilateral Investment Guarantee Agency
ICSID International Centre for Settlement of Investment Disputes
IMF International Monetary Fund
ICAO International Civil Aviation Organization
IMO International Maritime Organization
ITU International Telecommunication Union
UPU Universal Postal Union
WMO World Meteorological Organization
WIPO World Intellectual Property Organization
IFAD International Fund for Agricultural Development
UNIDO United Nations Industrial Development Organization
UNWTO World Tourism Organization
Departments and Offices
OSG/ Office of the Secretary-General
OIOS Office of Internal Oversight Services
OLA Office of Legal Affairs
DPA Department of Political Affairs
DDA Department for Disarmament Affairs
DPKO Department of Peacekeeping Operations
OCHA Office for the Coordination of Humanitarian Affairs
DESA Department of Economic and Social Affairs
DGACM Department for General Assembly and Conference Management
DPI Department of Public Information
DM Department of Management
OHRLLS Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States
DSS Department of Safety and Security
UNODC United Nations Office on Drugs and Crime
UNOG UN Office at Geneva
UNOV UN Office at Vienna
UNON UN Office at Nairobi
Programmes and Funds
UNCTAD United Nations Conference on Trade and Development
ITC International Trade Centre (UNCTAD/WTO)
UNDCP[1] United Nations Drug Control Programme
UNEP United Nations Environment Programme
UNICEF United Nations Children's Fund
UNDP United Nations Development Programme
UNIFEM United Nations Development Fund for Women
UNV United Nations Volunteers
UNCDF United Nations Capital Development Fund
UNFPA United Nations Population Fund
UNHCR Office of the United Nations High Commissioner for Refugees
WFP World Food Programme
UNRWA[2] United Nations Relief and Works Agency for Palestine Refugees in the Near East
UN-HABITAT United Nations Human Settlements Programme
Research and Training Institutes
UNICRI United Nations Interregional Crime and Justice Research Institute
UNITAR United Nations Institute for Training and Research
UNRISD United Nations Research Institute for Social Development
UNIDIR[3] United Nations Institute for Disarmament Research
INSTRAW International Research and Training Institute for the Advancement of Women
Other UN Entities
OHCHR Office of the United Nations High Commissioner for Human Rights
UNOPS United Nations Office for Project Services
UNU United Nations University
UNSSC United Nations System Staff College
UNAIDS Joint United Nations Programme on HIV/AIDS
Other UN Trust Funds[7]
UNRFP United Nations Fund for International Partnerships
UNDEF United Nations Democracy Fund
NOTES: Solid lines from a Principal Organ indicate a direct reporting relationship; dashes indicate a non-subsidiary relationship
1 The UN Drug Control Programme is part of the UN Office on Drugs and Crime
2 UNRWA and UNDP report only to the GA
3 The United Nations Ethics Office and the United Nations Ombudsman's Office report directly to the Secretary-General
4 IAEA reports to the Security Council and the General Assembly (GA)
5 The CTBTO Prep Com and OPCW report to the GA
6 Specialized agencies are autonomous organizations working with the UN and each other through the coordinating machinery of the ECOSOC at the intergovernmental level, and through the Chief Executives Board for coordination (CEB) at the inter-secretariat level
7 UNFP is an autonomous trust fund operating under the leadership of the United Nations Deputy Secretary-General. UNDEF's advisory board reviews each funding proposal for approval by the Secretary-General

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